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INSPECTOR GENERAL'S SURVEY  
OF THE  
OFFICE OF TRAINING

JUNE 1979

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SENSITIVE INTELLIGENCE SOURCES  
AND METHODS INVOLVED

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INTRODUCTION

In the period September 1978 through February 1979 a four-person team from the Inspection Staff, Office of the Inspector General, conducted the first full component survey of the Office of Training in more than a decade.

Our scope was the entire Office of Training. Over half of the people occupying OTR's [ ] positions were interviewed and many instructional sessions were monitored.

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This survey report is organized in two sections. Part I deals with the OTR Headquarters complex, principally located in the Chamber of Commerce Building in Arlington, Virginia. [ ]

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[ ] Five attachments are added at the end of the report.

Our survey is presented by components. We formulate recommendations at appropriate places in the body of the report where problems come under discussion; elsewhere, suggestions are set forth with underlining for emphasis.

Our inspectors were given full cooperation by OTR throughout the survey and suggestions and recommendations passed to OTR management during the course of the survey were well received.

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The attitude of OTR employees as members of a service organization is excellent. Their work product is appreciated and highly rated by their customers. The problems discussed in the pages that follow are largely known to OTR management which is trying to deal with them.

We find OTR generally in good shape -- doing its necessary and important work well.

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EXECUTIVE SUMMARY

The Office of Training (OTR) was inspected by a four-person team from the Inspection Staff, Office of the Inspector General, in the period September 1978 through February 1979. Our inspectors found OTR generally in good shape -- doing its important work well. Agency and Intelligence Community customers of OTR report that their employees are being well trained. OTR personnel, by and large, are well motivated, enthusiastic about their work, and feel that they are part of a family. Their morale is quite good.

In regard to its curriculum, OTR is again in good shape -- "tuning" and adding or deleting courses as required. Training conducted by other components, not covered in this survey, results in minimal overlapping or duplication. OTR is ready to respond to all training requirements of the Agency.

This survey report moves through OTR by components, beginning with the Office of the Director of Training. Part I deals with the OTR Headquarters complex, [REDACTED]

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[REDACTED] Attachments concern the Center for the Study of Intelligence, the OTR Personnel System, Rotational Tours with the Office of Training, and the Language School.

The OTR Front Office

The inspection was completed prior to the transfer of the (then) Director of Training to head the Agency's Office of

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Personnel. That officer's managerial talents and interest in his people elicited high praise throughout the organization. We found the OTR front office generally aware of problems besetting OTR components and moving to solve them. The Director of Training and his deputy functioned well as a team. We believe that the new team running OTR also represents a good balance of substantive expertise and the human side of management.

#### Services Staff

The Services Staff which consists of a Plans Staff and three divisions -- Administrative, Training Support, and Instructional Technology -- acts as the basic support mechanism for the OTR Headquarters complex. The chief of this staff, a support careerist, has since been transferred and replaced by a senior OTR careerist.

The Plans Staff is engaged in budget formulation and support of the MBO program of the Directorate of Administration, as well as conference planning, regulation writing, preparation of weekly reports, and response to FOIA and Privacy Act requests. The Administrative Division, headed at the time of inspection by the same officer who served as Chief of the Services Staff, is divided into five subcomponents: Personnel, Budget and Fiscal, Logistics, Air, and a typing pool.

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Our first recommendation deals with the need for physical separation of sections of the Logistics Branch, to improve working conditions. A second recommendation concerns the need for a secure telephone link between the branch

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In our inspection of the Training Support Division, supplemented by talks with the (then) Director of Training, we found that although TSD is meticulous about proper authorization of government-sponsored external training, other Agency components sometimes fail to coordinate such matters with OTR. We suggest appropriate action to correct this problem and recommend a review of division workload and staffing levels with a view to reduction of personnel strength.

In connection with activities of the Instructional Technology Division, which is moving increasingly into video taping, we recommend an up-dated Agency-wide study of TV production facilities

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ensure economy and avoidance of duplication. We also recommend review of a decision to spend up to \$150,000 to produce a motion picture training film [ ] with a view to substitution of a more economical and useful video tape format for this production.

The Services Staff as presently organized, while getting its work done, is cumbersome -- in need of administrative streamlining.

#### Career Trainee Staff

The Career Trainee Staff administers one of the oldest recruitment and training programs in the Agency - the Career Trainee (CT) program. We reviewed the staffing of this unit and the CT selection and recruitment process.\*

Two recommendations deal with security aspects of the program, to protect the identity of candidates and to insure that uncleared applicants are not exposed to classified information.

#### Functional Training

The area of responsibility of the Deputy Director for Functional Training encompasses the Language School, the Management School, and the Information Management School. The Language School, OTR's most troubled component, is treated in a separate attachment. The most salutary development which could

\*A separate inspection of all of the Agency's recruitment programs is now under way.

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be wished for this school would be a material increase in its workload, a matter essentially outside OTR control.

The Management School is at the forefront of today's managerial training methods, but the Agency is making less-than-effective use of the skills being imparted in this school. In this connection we note that the recent NAPA report states in part (on page 22) that: "...there is evidence that orientation and management training is not being fully or properly utilized..." Sharper guidelines and better implementation of skills and theories imparted in the courses given by this school are in order.

The Communications and Information Management School provides remedial training in communications and reading skills and is credited by its customers with doing a good job. We found a problem regarding difficulties in obtaining up-to-date information from the Directorate of Operations on its records system and we identify issues which should be addressed.

#### Intelligence Training

Another of the major deputy directorships in OTR operates under the Intelligence Training (IT) rubric, covering the Intelligence School and the Information Science Center. The officer who headed IT at the time of inspection was praised by his employees for having a people-oriented management style

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akin to that of the (then) Director of Training. He has since been promoted to Deputy Director of Training where his enlightened management techniques may have even wider applicability.

We found a sensible interpretation of accountability being applied in courses in the Intelligence School. Its leaders are also trying to reverse a trend away from substantive teaching toward orientation-type courses featuring guest speakers.

The Information Science Center (ISC) is dealing effectively with new methodologies and their application to current problems, especially those related to production and management of intelligence. ISC courses and its faculty's professionalism are renowned in the Intelligence Community. We believe the community should carry more of the load since it furnishes 60 percent of the students but only eight percent of the faculty. A recommendation addresses this situation with a view to achieving a more equitable balance.

#### Operations Training

Operations training is the most important training activity carried on by the Agency. The Deputy Director for Operations Training oversees all such activity and serves as the channel whereby DO needs are translated into training courses.



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it is now buttressed by televised "news" and museum exhibits. Most trainees find it relatively easy to adapt to this fictional situation.

In analyzing the courses which make up the operations training program we found that some students being admitted to the Introduction to Operations Course and the Operations Course are not qualified for such training on the basis of experience or projected assignment. We recommend improvement of the screening system.

Our inspectors and recent graduates were favorably impressed with the quality of the instructor staff and with course content and instructional methods. Up-to-date techniques are being taught by officers fresh from operational tours. A constant exchange of views among the instructors guarantees that all ideas and concepts receive serious, critical examination. Lesson plans and some course materials, however, are in need of updating.

OTD management has some trouble accommodating the desires of various DO components to see their areas of concern featured in the curriculum, and we suggest consideration of lengthening the Operations Course to include more classroom time. To alleviate a situation wherein students often spend an inordinate amount of time polishing operational reports, we recommend

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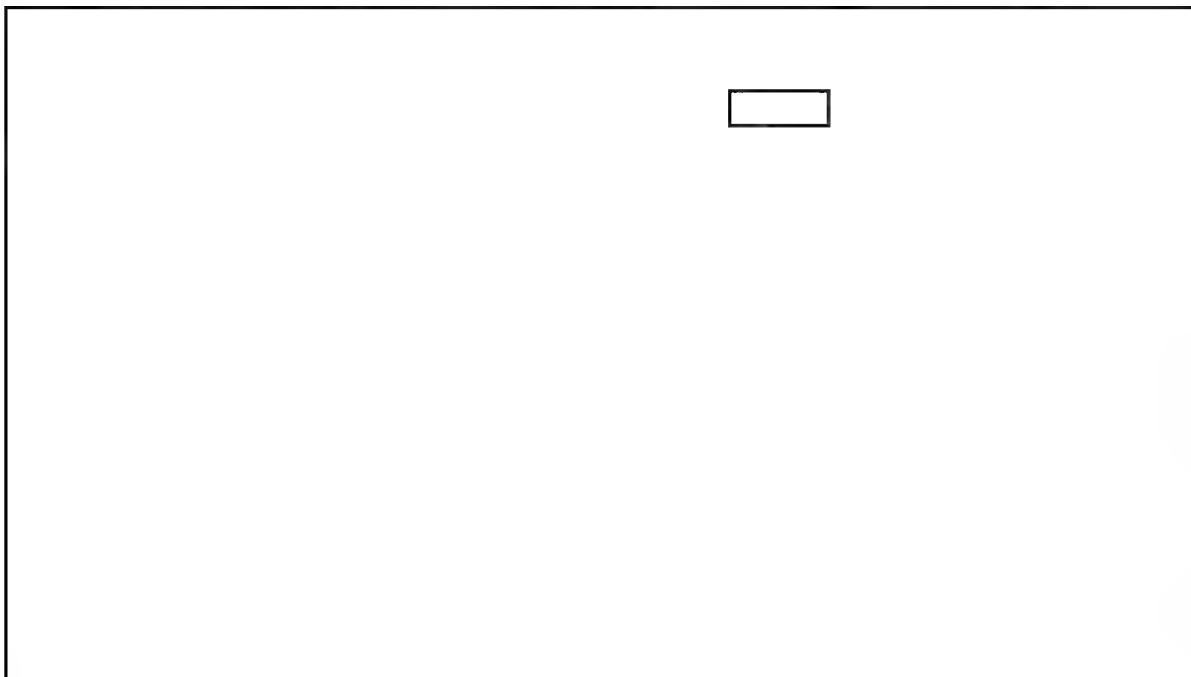
scheduled classroom time for completion of such work. We also include a recommendation addressed to the need for better planning by guest speakers and calling for furnishing such lecturers summaries of student evaluations, with a view to improving their presentations.

We suggest continued attention to discussion of ethical and legal aspects of clandestine operations and list a number of topics for consideration by the OTD Academic Council. We also find a need for a more formalized system of documenting any inadequacy or inapplicability of operations training.

While finding the quality of instructors  high, we note the absence of minority and female instructors, a problem of which OTR is well aware.

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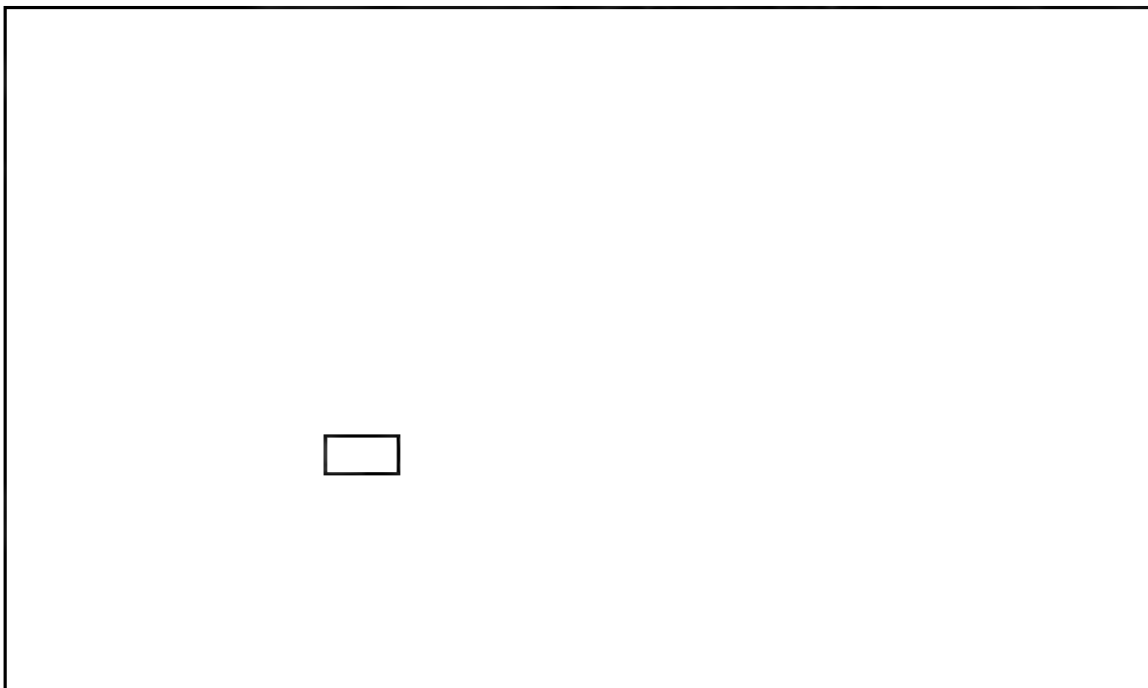


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Technical Support

The Technical Support Branch (TSB) provides a broad range of support to OTD programs. Especially noteworthy is the innovative

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use of closed circuit television for practical exercises and in support of live problems. Notional "news" broadcasts are woven into training scenarios and convey a sense of continuity and realism to the exercises. As elsewhere, when we encountered technical equipment and expertise, we ascertained that no unauthorized recordings are made and that appropriate legal opinions have been obtained in relation to filming and audio surveillance exercises. We found that live problem "ponies" -- with considerable flap potential in case of loss -- were being produced for OTD instructors, and suggested that this practice be halted.

#### Updating and Revision of Training Materials

More needs to be done to keep training materials up to date. We suggest increased use of video capabilities, to replace outdated training films, and that an effort be made to extend a few instructors, after completion of their tours, to revise and prepare new materials.

#### Evaluation of Students

OTD has a highly structured, effective method of evaluating student performance. It is a good system which, with minor revisions, could be excellent. We encountered strong instructor opposition to the requirement to rank graduates of the operations courses numerically. Our inspectors also believe such ranking is a mistake but that students in the upper and lower sections of their classes should be identified.

*Any failures?*

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### The Center for the Study of Intelligence

During the period of our inspection the Center for the Study of Intelligence -- the Agency's "think tank" -- was largely inactive. Now several DCI Fellows are at work on research projects in the Center.

### The OTR Personnel System

In a special attachment we describe the OTR Personnel System as structured and in practice. This system elicited strong criticism among OTR employees, especially insofar as it purportedly gave to one person too much power. A recent change in chairmanship of the OTR career board should alleviate this problem.

Other aspects of the system which need improvement relate to the filling of vacancies, frequent turnover of management personnel, and rapid and unannounced changes in personnel assignments.

We found OTR consciously trying to improve its affirmative action performance -- and doing quite well in this area.

### Rotational Tours in Training

Another attachment to this report addresses the longstanding problem of the career impact, real and perceived, of rotational assignment to OTR. Most persons on rotation to OTR express the view that such assignment is career damaging. We suggest

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measures to alleviate this problem. Despite concerns in this area, we find most employees on rotational tours happy to be with OTR -- sharing the sense of doing something worthwhile and doing it well.

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CONSOLIDATED RECOMMENDATIONS

Recommendation 1: That the Office of Training arrange to separate the records and registry section from the logistics section in the vaulted area occupied by the Logistics Branch, Services Staff, OTR Headquarters.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 2: That the Office of Training arrange for the installation of a secure (green) telephone link between the Office of the Logistics Branch, Services Staff, OTR Headquarters, and the Resources Management Branch,

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APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 3: That the Office of Training

Staff, OTR.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

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Recommendation 4: That the Office of Training ask for a PMCD review of the position of secretary,  Services Staff, OTR, with a view to upgrading this position.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 5: That the Office of Training review the workload and staffing levels of the Training Support Division, Services Staff, OTR, with a view to possible reduction of personnel strength in this office.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 6: That the Deputy Director of Central Intelligence arrange for an up-dated Agency-wide study of existing and planned television production facilities, both human and technical, with a view to ensuring maximum economy and effectiveness and avoidance of duplication in the use of such facilities.

APPROVED: 

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DISAPPROVED: \_\_\_\_\_

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Recommendation 7: That the Director of Security review administrative procedures governing the recruitment and processing of Career Training Program applicants with a view to limiting severely those people, both inside and outside the Agency, who can gain access to the names of CT Program applicants and recruits.

APPROVED: \_\_\_\_\_

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DISAPPROVED: \_\_\_\_\_

Recommendation 8: That the Office of Training arrange for reconfiguration of the Career Trainee applicant and reception room in the offices of the CT Staff to ensure that uncleared applicants cannot overhear classified conversations or see or learn identities of other CT program applicants.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 9: That the Director of Training initiate and forward through

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appropriate channels to Intelligence Community member agencies, a request for rotational positions and qualified candidates to fill such positions in the Information Science Center, with a view toward achieving a more equitable balance between the Agency and other community members in staffing this center.

APPROVED: \_\_\_\_\_



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DISAPPROVED: \_\_\_\_\_

Recommendation 10: That the Deputy Director for Operations Training, in coordination with the appropriate officers of the Office of Training and the Directorate of Operations, develop a screening system to better ensure that only those employees who are, or will be, performing operations supports tasks be selected for the Introduction to Operations Course and that the Operations Course be strictly reserved to employees who have the

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potential to be, and are scheduled to become, operations officers.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 11: That the Chief,

Operations Training Division,

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revise the Operations Course schedule to include specific time periods for preparation and completion of contact reports and operational messages.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 12: That the Deputy

Director for Operations Training, in cooperation with the Directorate of Operations, ensure that all DO officers who lecture to the Operations Course are aware of the need to be fully prepared, and that following guest lecturer presentations, summaries of student evaluation comments be sent by

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sealed envelope to DO lecturers, with  
a view to improving their presentations.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 13: That the Office of  
Training ask for PMCD review of the  
position of cashier, Budget and Fiscal  
Branch, Support Division,

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with a view to upgrading this  
position.

APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 14: That the Office of  
Training, in coordination with the Office  
of Logistics, abolish the position of  
Chief, Logistics Branch, Support Division

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APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Recommendation 15: That the Chief,

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arrange

for installation of a computer terminal

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**CONFIDENTIAL**THE OFFICE OF THE DIRECTOR OF TRAINING

The officer who occupied the position of Director of Training during the period of this survey has recently been named the Agency's Director of Personnel and has been replaced by his former deputy. We describe the situation in OTR as it existed in the last three months of 1978 and the first two months of 1979, before these changes took place.

The (then) Director of Training, D/TR, was held in the highest esteem by his personnel. Beginning our interviews with his closest associates and working our way week by week to the farthest reaches of the OTR organization, we heard again and again the highest praise for the superior managerial talents of the D/TR. A solid picture emerged, bolstered by our own impressions, of a highly competent, intensely interested, broadly experienced, completely people-oriented professional administrator. OTR rank and file respected and, perhaps more importantly, really liked their Chief. They enjoyed working for him and felt that as long as he was at the helm they would be watched over by someone who cared. We know of no other major component chief who has gained in two years such a strong position in the hearts of his employees.

The front office of OTR consists essentially of the Director, his deputy (DD/TR), and an Executive Assistant, in

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addition to secretarial support. As a result of a recent reorganization of OTR, three other Deputy Directors -- for Functional Training, Intelligence Training, and Operations Training -- have been named. While these officers oversee major groupings of sub-components, such as schools, staffs, and divisions, we were not able to find anyone who could identify the precise term to describe their components. As a result we discuss, for example, Functional Training in the following pages without indicating whether it is a division, or directorate, or whatever. Some persons in OTR are frank in pointing out that the layering represented by these Deputy Directorships resulted from a determination to protect supergrade positions, not necessarily because the positions themselves are needed. We find it sensible to have supergrade officers in charge of major groupings of sub-components, but believe that some organizational tidying up is indicated lest these floating, phantom-like chiefdoms be perceived, by some who might challenge them, as less than necessary.

The (then) DD/TR, an officer of substantive managerial expertise who well complemented the D/TR, concentrated on personnel and curriculum matters in addition to handling the normal duties connected with his position as deputy. We found a well-structured personnel system and

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were most impressed by the DD/TR's detailed awareness of the people and activities of the OTR establishment. We have appended, as Tab B, a separate chapter on The OTR Personnel System. Although we found some problems in the functioning of the system, we also found that OTR people, by and large, are well motivated, enthusiastic about their work, and have a feeling of belonging to a family that is doing something worthwhile. Their morale, collectively, is quite good.

Regarding the curriculum, another primary concern of the DD/TR, we found OTR in excellent shape -- "tuning" to meet changing requirements, adding and deleting courses. OTR keeps its impressive catalog of courses thoroughly up to date and, in view of the ready availability of that compendium, we have not engaged in an extensive listing of courses in this survey. OTR is ready to respond rapidly to all training requirements of the Agency.\*

At the time of the inspection the position of Executive Assistant to the Director of Training was occupied by a senior GS-15 with long experience in OTR. That officer acted as executive secretary to the Curriculum Committee and made

\*This survey is confined to the Office of Training and does not treat with training conducted by other components. The authority of the Director of Training to "conduct formal training courses based on requirements" derives from Headquarters Regulation

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available for our inspection his notebook materials for the annual conference of that body, made up of eight senior OTR officers chaired by the DD/TR. Perusal of this material confirmed the favorable impression we had received of the curriculum in our meetings with the DD/TR. The Executive Assistant was also wrestling with the problem of building more accountability into training courses and handling all manner of ad hoc assignments.

Inspection of the functions and workload of the Executive Assistant had led us to conclude that a recommendation would be in order to assign a lower graded officer to this position. Before we could complete this report OTR had already made such a change. We suggest that in the future the position be used for someone at the GS-12 or GS-13 level and made rotational. It would seem to be an ideal training slot for persons showing managerial potential.

We found the OTR front office generally aware of the problems besetting the many OTR components and moving to solve them. The D/TR and DD/TR functioned well as a team.

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X9 The Services Staff (SS), the basic support mechanism for  
the entire OTR Headquarters area complex, consists of some  
X9 ☐ people organized in the Office of the Chief ☐ and four  
X9 subcomponents: Plans Staff ☐, Administrative Division ☐  
X9 Training Support Division ☐ and Instructional Technology  
X9 Division ☐ The Chief, Services Staff at the time of the  
inspection has since been transferred to the Office of Finance  
and replaced by the OTR careerist who headed the Career Trainee  
Staff when we inspected that component.

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Plans Staff

The primary functions of the Chief, Plans Staff (PS) are budget formulation, principally in response to the program call, and support of the DDA Management by Objectives (MBO) program. The incumbent at the time of our inspection was also involved in planning the annual OTR conference, updating regulations, and acting as an editor for the DDA house organ. He viewed himself being used as the equivalent of a deputy to the Chief, Services Staff, a position which does not exist on the OTR Table of Organization.

The second officer in PS handles Freedom of Information Act (FOIA) and Privacy Act matters, and produces the consolidated OTR Weekly Report -- selecting from, editing, and

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adding to the weekly reports submitted by all OTR offices -- writes notices and instructions, prepares letters of appreciation, and so forth.

The FOIA and Privacy Act workload involves mostly the servicing of requests from former Agency employees and academic institutions. Although the volume of requests is increasing and secretarial support is occasionally lacking, the staff manages to keep up with its heavy paper workload.

Administrative Division

The Administrative Division (AD), headed by the same officer who serves as Chief, Services Staff, is divided into five subcomponents: Personnel Branch, Budget and Fiscal Branch, Logistics Branch, Transcription and Processing Center,

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Personnel Branch

In the view of the Chief, Personnel Branch (PB) this office is, in most respects, a "standard personnel shop." However, overshadowing and transcending the work of PB is an elaborate, highly structured personnel system, the subject of a separate attachment, The OTR Personnel System, Tab B. Each PB staff member monitors and serves as secretary for one of the OTR personnel panels, of which there are four with plans for establishment of a fifth.

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We found PB personnel concerned about impact of the assignment of non-OTR officers, principally those from the Directorate of Operations, to rotational tours with OTR. (The subject of rotational tours, which frequently came up in interviews throughout OTR, is treated in a separate attachment, Rotational Tours With the Office of Training, Tab C). PB was especially concerned about the effect on OTR promotional headroom caused by a influx of GS-14 and GS-15 officers whose presence on OTR rolls makes it difficult for PB to project headroom. PB personnel explained that, from the OTR standpoint, it would be preferable to seek D0 officers in grade GS-13, but that the D0 persists in nominating higher ranking officers. We believe that in many cases, for reasons discussed elsewhere, it would indeed be wise to select lower ranking officers for rotational assignment to OTR. ✓

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Since about half of the  OTR personnel are contract employees, an important part of the PB workload is contract administration. Much of this work involves close liaison with the Contract Personnel Division of the Office of Personnel.

The branch lacks full time clerical help. We suggest an adjustment of duties and positions within the Services Staff, without hiring additional personnel, to enable the assignment of a full-time clerk typist to the Personnel Branch to replace

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would suggest that one of these positions be assigned to the Personnel Branch.

Elsewhere in our inspection, most notably in Intelligence Training, we encountered a diametrically opposed view -- that TAP should be built up again to provide centralized typing capability for the entire OTR Headquarters complex. This view was expressed often in connection with discussion of the role of training assistants (T/As) who are capable of considerably more than the simple clerical duties which tie them down at present. We take no sides in this argument but believe it would be useful to examine the feasibility of re-centralizing much of OTR's typing load in TAP, in part to relieve T/As for more classroom activity. We suggest that the Director of Training establish a small task force to look into future structure and utilization of TAP.

Meanwhile, TAP employees are busy, keeping up with a heavy workload and producing a quality product.

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Training Support Division

The Training Support Division, (TSD), consisting of 18 employees, manages the Agency's external training program (training conducted in non-Agency facilities), administers the off-campus program (university courses taught at Headquarters), handles registrations for all internal training, edits and publishes the OTR course catalog, maintains the Agency Training Record (ATR) files and a centralized statistical and data base for OTR courses and activities, prepares the Component-Conducted Training Report, manages allocation of classroom facilities, and prints schedules, training notes, and special bulletins. One division officer acts as executive secretary for the Training Selection Board which meets periodically to select Agency candidates for senior level external training.

At the end of 1977, the training registration function was recentralized in TSD. Soon afterward the ATR was redesigned in computer format to make data in the system more readily available. Results of these changes have been good. TSD personnel report improvement in support to OTR "customers,"

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closer communication and working relationships with the component senior training officers (STO), and better attention to ensuring optimum attendance in training courses of all types.

While this division is meticulous about authorizing government-sponsored external training, there have been instances wherein components have failed to seek prior OTR approval for such training, in contravention of Headquarters Regulation

25X1 ☐ As recently as November 1977, in Employee Bulletin No

25X1 ☐ the Agency's policy concerning sponsorship for external training was spelled out, but a reminder directed to Agency components is in order. We suggest that the Director of Training ask the Deputy Director for Administration to issue an appropriate notice reminding all components of the necessity to seek prior OTR approval of external training in accordance with

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In several interviews in this division we received reports and admissions, that TSD is overstaffed. We were assured by several division employees that TSD could perform as well with fewer people, especially at the "front office" level. Some question was also raised about the advisability of handling financial matters within TSD, with assertions that this could better be done in the Budget and Fiscal Branch.

While we do not fault TSD's work product, which appears to be of a high order, we believe that a review of staffing

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requirements is in order, especially in the light of impending OTR personnel reductions.

Recommendation 5: That the Office of Training review the workload and staffing levels of the Training Support Division, Services Staff, OTR, with a view to possible reduction of personnel strength in this office.

Additionally, we suggest that OTR review the financial function now handled by TSD to see if it might better be handled by the Budget and Fiscal Branch, OTR.

Instructional Technology Division

This division (ITD) theoretically consists of two branches: the Instructional Development Branch (IDB) and the Media Production and Distribution Branch (MPDB). IDB has been decentralized and thus exists as a branch only on paper. IDB educational technology experts, who teach teachers how to teach, are being well used and decentralization of this function appears to have been a sound move. We suggest that OTR tidy up its structure by eliminating IDB as an organizational entity.

Media Production and Distribution Branch

All remaining ITD functions, not related to educational technology, come under the somewhat confusing MPDB rubric.

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This branch is involved in script writing, video taping, and still photography. It also maintains audio visual and sound systems in OTR classrooms and supervises the graphics and visual aids shop, the OTR library, and the self study center in the Headquarters Building.

At the time of the inspection, MPDB personnel were showing intense interest in video and automated slide techniques. Indeed, there is an almost missionary zeal in this shop -- branch members like their work and have strong belief in their institutional worth and the utility of their product. The branch is working hard to produce 12 video "packages" in FY 1979 but, aside from the optimistic "front office" staff, our inspectors found few branch members who feel that MPDB can realistically attain this ambitious production goal.

In FY 1978, with active support from OTR top management, MPDB purchased \$385,000 worth of television equipment. The branch now has ample resources to produce first class video products. We found in MPDB, however, a measure of concern about what is perceived as a lack of guidelines -- or, as one MPDB video expert put it, the need for a "charter" -- on audio visual materials, especially video. We were informed in our interviews in this branch that there are at least five mini-TV studios in the Agency (at MPDB,

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the Office of Data Processing, the Printing and Photography Division of the Office of Logistics, and the Office of Communications.) While much of this activity is outside the OTR purview of this survey, and we are uninformed regarding the non-OTR aspects of the matter, we share the belief of MPDB personnel that an Agency-wide look at this burgeoning field is in order and that some harnessing of the Agency video effort may be necessary, especially in view of Administration efforts to curtail USG expenditures.

Recommendation 6: That the Deputy Director of Central Intelligence arrange for an updated Agency-wide study of current and planned television production facilities, both human and technical, with a view to ensuring maximum economy and effectiveness and avoidance of duplication in the use of such facilities.

In preparing a video presentation on the mission of the DO, tentatively titled, "Alleys and Avenues," MPDB personnel lamented that they were unable to film scenes in downtown Washington, D.C, and were forced to back off from this idea to film the story on the less suitable grounds of Headquarters and the Central Building complex. It developed that MPDB video producers were concerned by the prospect of delays which might occur

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if they requested permits for filming scenes in Washington. We suggest that MPDB contact the DCI Assistant for Public Affairs in order to enhance the quality of its product.

In several interviews in MPDB and elsewhere in OTR, we encountered strong sentiment against the projected expenditure of some \$150,000 by the Office of Medical Services to produce in 16 millimeter motion picture format, a training film about

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Branch personnel, with considerable expertise in both motion picture and TV production, believed the Agency could save most of this amount if video production facilities were used. We decided to refrain from recommending DDA review of the decision to produce this film, upon receipt of information that video equipment available in many areas of the world is not compatible with tapes produced on equipment manufactured for the American market. Since our inspectors report that personnel at many overseas stations are viewing recent American TV productions on equipment available to them, we suggest that future decisions on format for training materials should be made in the light of the increasing availability of compatible video playback equipment. —

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Distribution Section

This section of MPDB handles a wide range of audio visual support activities. Staff personnel conduct workshops on machine and equipment operation for OTR instructors. They also set up equipment and perform minor maintenance at Headquarters and other locations

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The secretary of this section, a part-time employee who enjoys being kept busy, has reviewed and prepared synopses of all motion picture films and video tapes held by OTR. She has prepared an impressive catalog of, and keeps inventory records on, all such materials including those on loan to

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Insofar as we could determine, no unauthorized recordings of guest speakers have been made in this technical unit, nor have film copyrights been violated. We found the technicians alert to such concerns.

Graphic and Visual Aids

The Graphic and Visual Aids Section consists of three illustrators who support OTR instructional units and are preparing art work for some of the video productions planned by MPDB. Observations in this art shop and interviews elsewhere in OTR revealed that it is producing good quality art work for the entire OTR Headquarters complex and that the three artists respond well to customer requirements.

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Owing to a space reduction at the expense of this shop, we found the illustrators laboring in crowded conditions with inadequate storage units. They lacked a proper cutting table and the adjoining work shop/storage room was in a disorderly state. We were informed that new furniture and storage units were on order and that, with the arrival of these materials, working conditions for the artists would be greatly improved. We suggest that ITD management seek to improve working conditions in this shop as soon as possible.

The chief illustrator is often assigned to photograph award presentations and other ceremonies for OTR management. While he in no way views these assignments as an imposition, indeed, he enjoys them, we suggest that it would be better to use an experienced photographer from MPDB to handle such tasks, thus giving the chief illustrator more time for his art work.

#### Library

The library represents a consolidation of the former OTR and language libraries, a sensible move which has produced good results. Staffed by two people, this consolidated library handles text book requirements for language students, distributes language cassettes (some 30,000 tapes are on file), and, in general, devotes approximately 50 percent of its effort to

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language school matters. The book section of the library is well used, with about 5,000 check-outs in the last fiscal year. Slack time, which usually occurs in the summer months, is devoted to purging.

#### Self Study Center

The Self Study Center, originally known as the OTR Media Center, was established in January 1975. Located in the Headquarters Building (Room GJ-68), this facility makes available video and audio self-improvement materials on a wide range of subjects including management and supervision, clerical skills, data processing, speed reading, effective writing, and languages.

Sign-in sheets show a steady rise in use of this facility which is open 24-hours daily and supervised during working hours by one GS-09 employee. The Center is presently visited 150 to 200 times each week. Mid-day usage is especially heavy. Additionally, tape cassettes are made available to approximately 50 people in other buildings.

The Center fills a definite need, especially for employees who are unable to schedule formal classroom instruction to fit their working hours.

Owing to the workload of technicians in the Distribution Section of MPDB, it has occasionally been necessary to send

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Center equipment to commercial facilities for repair. In the interest of economy, we suggest that MPDB try to keep such outside repairs to a minimum.

Management Style

In our inspection of the Instructional Technology Division we sensed a lack of positive, active administration. It appears that the "doers" in the various branches are moving without much control and those who need to be led, or prodded, are scarcely moving at all. We believe the abundant talent in this division, properly administered, can be more productive.

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**CONFIDENTIAL**CAREER TRAINEE STAFF

The Career Trainee Staff (CTS) of OTR administers one of the oldest structured recruitment and training programs in the Agency -- the Career Training Program. This program dates back to the Trainee Pool of 1948 and was formalized in 1951 as the Junior Officer Trainee Program. It was designed to select and train bright, capable young professionals with the potential of becoming the Agency's future managers. As presently constituted it also provides a means for employees already on Agency rolls -- "internals" -- to attain professional status. Over the years the CT Program, originally furnishing talent for all directorates, has become the major recruiting vehicle for the Directorate of Operations and in recent years it has principally served DO needs, with about two-thirds of new career trainees going to that component. A few DO-bound CTs have been incorpor-

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ceived by the CT Staff as better suited for the Pilot Program or the DO non-official cover program are forwarded to the DO for selection and processing by that directorate. The size of CT classes, which normally form up twice yearly, has varied considerably. Demand is now on the increase, largely owing to

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the impact of involuntary separations and retirements in the DO.

The CT Program is administered by a small staff in OTR Headquarters, consisting of a GS-15 or GS-16 Chief and four Program Officers (POs) at GS-13 and GS-14 levels. These officers, including the Chief, review files, conduct interviews, and make recommendations for acceptance or refusal of candidates. Three of the Program Officers concentrate on DO needs; one deals with needs of the other directorates and NFAC. These officers, theoretically, also act as counselors until CTs are formally placed on component rolls. In fact, however, the pace of the CT selection process affords the POs little, if any, time to truly act as counselors, a situation criticized by the CTs. POs coordinate with many Agency components and conduct many interviews outside the Headquarters area. We found CT Staff relations with other Agency components excellent. Administrative support is furnished by two Training Assistant/ Secretaries and one Personnel Assistant, assisted by two part-time employees. Additional personnel will be required in the CT Staff as greater numbers of applicants are generated by the recruitment system.

#### The CT Recruitment Process

External applicants for the CT Program are processed in normal Office of Personnel channels; candidates are usually interviewed by

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area recruiters or OP officers in Rosslyn, Virginia. Frequently, Program Officers from the CT Staff assist in these initial interviews. OP recruiters who service hiring requirements of the entire Agency often have only limited time, at best, to interview CT candidates. Additionally, they generally lack the expertise, especially in DO requirements, that CT Staff Program Officers possess. In mid-1978, in an effort to increase the knowledge of recruiting officers, OTR, in conjunction with the Office of Personnel, brought the recruiters to the Headquarters area for briefings on DO requirements and then took them  for a "mini-operations" course. We suggest that OTR continue this sensible practice in an effort to keep field recruiters fully up to date on CT Program requirements.

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Job application and personal history forms regarding CT candidates, if properly marked for CT Staff action, move fairly rapidly to that Staff. But others may take as long as six weeks to process through the Office of Personnel to the CT Staff. CT Program Officers assume primary responsibility for processing of CT applications at this point, reviewing files, deciding whether further interviews are in order, coordinating with the Office of Security for background investigations, arranging with the Psychological Services Staff of the Office

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of Medical Services for psychological testing, and so forth. The average CT Staff Program Officer peruses at least twenty applicant files, interviews twelve people, and puts three applicants into administrative and clearance processing for each CT eventually hired. Consequently, to meet a D0 quota of 120 CTs in 1979 almost 2,500 applicant files would have to be examined.

#### Delays in CT Processing

Aside from occasional belated arrival in the CT Staff of paperwork on prospective CTs, other delays are caused by psychological testing and security investigation. The Psychological Services Staff (PSS) has difficulty in keeping up with testing requirements although it has accorded top priority to the drive to increase the number of CTs. It appears that PSS is processing as possible CTs too many applicants who are not really qualified for the CT Program. Reinstitution of the practice of administering the full Professional Applicant Test Battery (PATB) in the field, instead of just the first part, would help cut this workload, as would increased attention by recruiters to indicators which identify persons lacking proper CT qualifications.\*

\*A separate OIG inspection of Agency-wide recruitment processes, including the CT program, is now under way.

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### The CT Selection Process

Given favorable medical and security clearance for CT applicants, except for those destined for other directorates, the decision to accept or reject candidates rests on the judgment of D0 officers including those who constitute the Junior Officer Board (JOB). This board, which advises the Career Management Staff of the D0, was established to screen all those who wish to enter the D0 as operations officers. In essence, it checks and validates CT Staff assessments.

Each CT applicant for D0 assignment is interviewed by one or more JOB members. But, the heaviest responsibility in the selection process still lies with the Program Officers of the CT Staff. We found these officers dedicated, competent, hard working, mindful of their heavy responsibility, and sufficiently humble to seek the advice of their colleagues regarding candidate suitability.

Perhaps the best tactic the D0 can take to ensure accession of high quality CTs in the future is to continue to make available top quality D0 officers for assignment as Program Officers on the CT Staff.

### The Career Trainee

The overall quality of today's CT is good. The program is, as before, acquiring bright young people with impressive

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qualifications and experience who represent all geographical areas in the United States. Some sixty percent of all persons who have gone through the CT Program or its predecessor programs are still on Agency rolls, and many senior officials throughout the Agency are graduates of the program. We believe it is a sound program which should be continued in line with the present model although further investigation is required to validate the administrative set up in which so much CT-related activity is divided among different components.

An area requiring renewed attention is the relative inability of the CT Program to attract and acquire members of minority groups despite frequent exhortations by Agency leadership to all concerned to do better in this respect. The record of female recruitments, while improving, also merits attention.

Security Problems

As presently configured, the administrative procedures of the CT recruitment process and the physical set up of offices of the CT Staff do not ensure adequate protection of the identities of CT Program applicants. In the latter case, Agency secrets may also be subject to compromise.

Recommendation 7: That the Director  
of Security review administrative  
procedures governing the recruitment

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and processing of Career Training Program applicants with a view to limiting severely those people, both inside and outside the Agency, who can gain access to the names of CT Program applicants and recruits.

Recommendation 8: That the Office of Training arrange for reconfiguration of the Career Trainee applicant and reception room in the offices of the CT Staff to ensure that uncleared applicants cannot overhear classified conversations or see or learn identities of other CT program applicants.

We suggest that OTR support the Chief, CT Staff, in his request for the installation of additional secure telephone lines or extensions in his office.

#### CT Training

The process of training members of the CT Program is covered in other sections of this report.

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FUNCTIONAL TRAINING

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Functional Training (FT), a major OTR subcomponent under the Deputy Director for Functional Training (DD/FT), has some ☐ employees and is divided into three organizational elements -- the Language School, the Management School, and the Communications and Information Management School. The incumbent DD/FT, an experienced, capable GS-16 officer, is the third person to occupy that position in less than two years. A former chief of the Language School, who had been reluctant to leave that assignment, we found him well aware of many problems facing that school. In our interviews in FT we found that the DD/FT is very well thought of by his employees. His avowed management style is to set up goals, assign responsibility, and then get out of the way.

At the time our inspection of FT began the DD/FT was on his third assignment in nine months. The Chief of the Management School had occupied two different positions in the same time frame. The Chief of the Communications and Information Management School had assumed his duties within the year. The Chief of the Language School had been in position one week. We heard many adverse comments in FT about rapid managerial turnover, a matter covered in separate discussion of the OTR Personnel System.

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The Language School

Established in 1951 and now one of three components reporting to the Deputy Director for Functional Training, the Language School is made up of over [ ] employees including part-time and intermittent personnel. It exists primarily to teach Agency employees to speak, read, write, and/or understand a variety of foreign languages. A secondary mission is to test the language proficiency of Agency employees.

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In view of the extent and complexity of problems confronting the Language School, necessitating rather lengthy treatment, we cover this in a separate attachment, The Language School, Tab D.

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DT -  
a. Goost We need to give  
to language school.  
lets think of a ceremony where we  
kick off language  
- write teachers.  
concernably DT I could  
school, and attend a class.  
language  
1/15 work on this.

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THE MANAGEMENT SCHOOL

The Management School (MS) teaches technical, administrative, and interpersonal skills to Agency employees, ranging from those showing managerial potential, through first-line supervisors, to senior executives. Management skills are conveyed in formally scheduled courses and tailored instruction. Workshops and other special programs deal with more narrowly focused aspects such as performance evaluation, counseling, and financial management courses.

Ideally, Agency managers progress through a basic program beginning with Fundamentals of Supervision and Management, for first-line supervisors, and ending with the Management Seminar, for second-echelon managers. Paralleling these administrative courses are interpersonal skills courses, beginning with Leadership Styles and Behavior, designed to help employees decide if they wish to be managers, the Program on Creative Management for senior-level managers, and the Levinson Executive Seminar on Leadership for supergrade executives.

There are twelve instructors in the Management School, supported by three clerical employees who also function as training assistants. The Chief is a GS-14 officer who spent a considerable portion of his career in the Directorate of Operations. His subordinates acknowledge that he has brought

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a welcome predictability and structure to the scheduling of instructor assignments while eroding a "pecking order" which earlier existed.

The MS instructors are committed to their work, trying to devise and run the best possible training courses, and cooperative and supportive of one another. Most are cross-trained and capable of taking leading roles in several courses. One of their prime concerns is to obtain better feedback from students and Agency managers on how their courses might be improved.

In terms of theory, the Management School is at the forefront of today's managerial training methods. However, instructors believe their school lags the state of the art in that aspect of managerial training which seeks to match skills gained by students to job assignments and opportunities for practical application.

The basic mission of this school, other than to prepare and present courses of instruction, is ill-defined. We encountered in the school a widely-held, somewhat despondent perception that top Agency management endorses expansion of management training courses primarily to "improve communications downward and enhance loyalty upward." But, Management School instructors believe their school should be teaching and participating in

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what they term "organizational development." This concept, widely theorized and practiced in the business world, would have managers and management consultants--in this instance MS instructors--work together to restructure Agency components in accordance with enlightened management techniques and recent developments in the behavioral sciences. Given full leeway, these instructors would assist components in assessing management training needs, design appropriate training to fit these needs, and guide component managers into improving (i.e., changing) their management styles.

While we commend the zeal of the MS Staff, we recognize that in the "real world" Agency components are not likely to invite management "experts" in to restructure their organizations. Nor are old-line managers likely to welcome theories which go against their grain. And, we do not recommend that the Management School be given license to overhaul the Agency. We do believe that the school needs more guidance and support.

Instructors cite unreasonable expectations in what they perceive as a conscious effort by top Agency leadership to view management training as a panacea for shortcomings in personnel management and leadership in the Agency. We found considerable uncertainty among MS personnel regarding what senior managers want Agency employees to gain from management training.

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We suggest that the Director of Training consult with the Deputy Director for Administration to develop more precise guidelines for the Agency's management training program.

We suggest, also, that top level management take appropriate steps, suitably reinforced by notices or regulations, to support and encourage implementation of managerial skills and theories imparted in approved Management School training courses.

1. I thought designate "organizational development" as an MS objective
2. As to bottom page 82, I expect MS to teach personnel management & leadership - which does focus a lot on how one is loyal down & up & how one communicates with subordinates - keeping them informed.
3. My feedback is that increased emphasis on management/leadership has not taken hold in mid-career courses, etc. That is my top priority for OTR - Please review this chapter & <sup>64</sup>that concept & discuss

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~~CONFIDENTIAL~~COMMUNICATIONS AND INFORMATION MANAGEMENT SCHOOL

The Communications and Information Management School (CIMS), formally designated a school in November 1978, provides remedial training in communications and reading skills. It also trains Agency employees to handle information, especially that generated by the Directorate of Operations, in a secure and efficient mannner. CIMS meets an obvious need for Agency employees to be capable of organizing and presenting intelligence data, orally or in writing, and to develop reading skills necessary for dealing with documents related to the production of intelligence. The continuing proliferation of documents has also created a need to manage paper in terms of quick retrieval, appropriate retention time and levels, legal requirements of the Freedom of Information Act and the Privacy Act, interpretation of Executive Order 12036, and adoption of micrographics. Some 15 CIMS courses address such needs.

Headed by a GS-14 OTR careerist, with fifteen years of experience as a civilian instructor with the US Army, the CIMS personnel complement consists of ten instructors and one training assistant who also doubles as secretary.

The CIMS Chief is the fourth person to occupy the position and, not surprisingly, we encountered employee comments --

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frequent elsewhere in OTR -- about unsettling and disconcerting reorganizations and personnel reassignments. On the whole, however, CIMS employees like the informal, friendly environment of their school and give their chief high marks for leadership, citing his willingness to go to extra lengths to maintain good relations in his shop.

Work tasks are fairly routine because CIMS instructors are conveying standardized packages of information to students who realize that they need to improve skills in order to progress in their careers. CIMS courses are, with few exceptions, well attended and instructors take special pride in the tangible improvement in student communications skills which they are able to bring about. CIMS courses are often plagued by last minute cancellations of enrolled students and a disquieting number of students enter classes without prerequisite training or, as in the case of the Intelligence Briefing Course, without projected assignment where the skills taught might be utilized. Instructors also grumble a bit about ad hoc requirements from Agency managers, especially in connection with the Effective Written English course. But, they try to comply with customer requirements and are generally credited with doing a good job by their customers.

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**CONFIDENTIAL**Information Management Section

Two CIMS instructors comprise the Information Management Section (IMS) which exists solely to support DO needs. A vacancy notice has been issued for a training assistant for IMS, a new position which will lighten the heavy workload of the single TA/secretary now on duty in CIMS.

IMS has some problems needing attention. It is physically isolated from the rest of the school owing to reported inability of the GSA to complete reconfiguration of space allocated to accomodate the small IMS staff. But, the most vexing issue facing IMS is the difficulty of keeping current with changes in the DO information management system. Although the DO has been insistent that its employees be trained in records management -- and is on record with OTR as desiring centralized information management training for DO employees at various stages in their careers -- there has been a diminishing enrollment in the basic Operations Records I and Operations Records II courses. OTR has coped with this by reducing the number of scheduled runnings of these courses. And the Chief, IMS, fears his course content is outdated owing to inability of the section to obtain from the DO up-to-date information on changes, modifications, plans, and other actions in the DO records system. A dialog is underway with the Information Management Staff of the DO to correct this situation.

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Since a dialog is already under way, we see no need for a formal recommendation addressed to the DDO. However, we support IMS in its desire to bring about the following improvements:

- Training in records management for mid-level officers to discourage them from setting up records systems at variance with the DDO regulatory records system.
- Support, by senior DDO officers, of the efforts of lower-level employees to use proper records management procedures in which they have been trained.
- Discontinuance of the use of 201 files as principal repositories for information on operational activities.
- Encouragement of maximum utilization of micrographics at field stations to reduce paper holdings.
- Furnishing of prompt and complete information on a continuing basis to CIMS/IMS on the DDO records system and related training needs.

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INTELLIGENCE TRAINING

Intelligence Training (IT), a major OTR subcomponent under the Deputy Director for Intelligence Training (DD/IT), has a complement of forty employees and is divided into two organizational elements--the Intelligence School and the Information Science Center. The Intelligence School, comprised of three branches and twenty-three employees, conducts twenty-eight courses with several runnings each year of each course. Among these are such well known courses as the Advanced Intelligence Seminar, the Senior Seminar, the Midcareer Course, China After Mao, International Economics, and Intelligence Analysis. The Information Science Center, with twelve employees, conducts ten courses for the Agency and the Intelligence Community and supports the curricula of other community members. These courses stress the application of information science and systematic methods of analysis in collection and analysis of intelligence, and in management, operations, and support functions.

Intelligence Training is well organized with clear lines of delegated responsibility and authority. There is positive evidence of good management control and communication both downward and upward. IT leadership encourages creativity and

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initiative. Reflected in many interviews of IT employees was a sense of accomplishment and effectiveness, unusually high morale, noticeable esprit, positive motivation, and a unanimously favorable reaction to the similar management styles of the (then) Deputy Director for Intelligence Training and the Director of Training. We were advised by employees of long tenure that this relatively new management team was like a breath of fresh air and that considerable credit was due to the Director of Training for "turning around" what used to be a stagnant, less-than-challenging activity.

In almost every case, officers on rotational assignment with IT from other Directorates are happy with their assignments and feel that they are making valuable contributions to the Agency mission. But, we also noted a strong perception here, as elsewhere, that rotational assignments are career damaging.

We found in IT a comprehensive and effective mechanism for course evaluation by students, and our review of student evaluations revealed consistently positive reactions to course effectiveness and usefulness. To make an independent check, we contacted twenty-five Agency graduates of Information Science Center courses and received a very positive reaction. These findings were passed on to OTR.

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### Intelligence School

The Intelligence School (IS), recently reorganized, comprises three elements--the General Intelligence Training Branch (GITB), the Seminars Branch (SB), and the Intelligence Production Support Branch (IPSB), the latter created in response to a requirement for more substantive training for NFAC analysts. At the time of inspection, the newly-appointed Chief of the Intelligence School, a veteran and highly respected OTR officer, was in the process of switching from substantive teaching to a management role. We found his school functioning smoothly and effectively with IS employees working nicely as a team.

A sensible application of student accountability to all courses has been implemented, including the broadening orientation courses such as the Midcareer Course and the Senior Seminar which pose unusual problems in applying accountability. Initial difficulties resulted from an overly narrow and restrictive interpretation of what was meant by student accountability, which led to considerations of incorporating tests and examinations into these exposure-type courses--with attendant, valid fear of damaging course objectives. A broader interpretation of student accountability prevailed and is successfully being

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applied in the form of more student participation, reading,  
writing, group problems, and discussions. Testing is reserved  
for the more substantive courses.

There is some concern in IS regarding the student selection process as carried out in the parent components. The perception exists that too often student selection is based upon employee availability rather than need. That there is some validity to this view is borne out by the candid admission of one Directorate Senior Training Officer (STO) that it is sometimes necessary to produce last-minute students, known as "stuffers," and not always qualified, to fill spaces in OTR courses. OTR and its customers are well aware of this practice which is not confined to courses of the Intelligence School. We believe the sort of close contact now maintained between OTR and the STOs is the best insurance that this practice will be held to a minimum.

With a few exceptions, we found staffing in the Intelligence School tight but adequate. Additional courses or additional runnings of established courses should probably not be attempted at present staffing levels. Because of the very recent reorganization in IS, its branches are still in the process of sorting out responsibilities and assignments.

For various reasons including staffing constraints, there has been a trend away from substantive teaching of the sort

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exemplified by the China After Mao course. Replacing such substantive training has been the orientation-configured course featuring a variety of speakers, and handled by a course director or coordinator, rather than a qualified expert in a particular field or discipline.\* Some moves back in the direction of more substantive teaching are already underway as in the case of the new Intelligence Production Support Branch which deals with intelligence analysis and international economics. We were also informed that OTR is keeping a weather eye out for substantive instructors as new hires.

*Terrible*General Intelligence Training Branch

The General Intelligence Training Branch (GITB), with eight employees, handles ten orientation-type courses ranging from Introduction to CIA to the Midcareer Course and the new Perspectives for New Supergrades. GITB has recently taken over responsibility for the CIA Today and Tomorrow course. On the average, the Branch trains some 1250 employees a year in 36 runnings of its scheduled courses.

\*This trend has led to the emergence of what one senior OTR officer termed "instructors with clip boards who spend their time in the rear of classrooms," who schedule and introduce guest speakers rather than instruct. It has also given rise to charges that training assistants should be paid salaries more in line with those being paid to "instructors" who do not instruct, but, rather, function essentially as T/As.

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Frequently GITB courses are the initial orientation Agency employees receive regarding the nature and business of intelligence in general and the Agency in particular. Thus, they are both an acculturation and a substantive learning experience. GITB is constantly revising the content of its courses to ensure that its presentations are factually accurate and that the selection of topics is current. The Branch has also been revising its courses to provide for greater student participation, and a parallel effort is being made to increase the degree of actual teaching participation by the Intelligence School staff. We found in GITB a very thoughtful and positive perception of student accountability and its application.

Specified runnings of the Introduction to CIA have been given with "signers" to facilitate the training of deaf employees and special considerations have been made for the participation of the blind.

#### Seminars Branch

The Seminars Branch (SB), with a staff of six, is responsible for five seminars--the Advanced Intelligence, Ambassadorial, Chiefs of Station, Deputy Chiefs of Mission, and CIA Senior Seminars.

In large part because of the additional workload connected with increased student accountability -- Senior Seminar reading

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material preparation alone, for example, has tripled in volume -- clerical staffing in the branch was found inadequate. The full-time training assistant and part-time clerical employee cannot handle the workload during peak load periods. A similar clerical overload was noted with support provided two briefing officers who report directly to the Chief, Intelligence School, and under peak load conditions in the Information Science Center. Because of such clerical staffing shortfall and its cyclical nature among components, we suggest a "swing" clerical employee be made available to IT to help whatever component may be in need.

Intelligence Production Support Branch

The recently-established Intelligence Production Support Branch (IPSB), with five employees, handles thirteen courses ranging from intelligence analysis to international economics and specialized area division seminars. We found IPSB focusing on the design of a new group of courses in response to a requirement for more substantive analyst training. The main difficulty seemed to be lack of clearly defined requirements for these courses intended to improve the intelligence production process. Conflicting NFAC views were encountered -- one tending toward external training and field experience, the other emphasizing internal substantive training in the analytical

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process, the mechanics, and the methodology of production. A senior NFAC professional is needed, and has been requested by OTR for rotational assignment to IPSB to lend stature and credibility in implementation of the proposed curriculum. As of this writing progress is being made in definition and design of the new course package, with a scheduled first running in June 1979.

#### Information Science Center

The Information Science Center (ISC) was originally located at the Defense Intelligence School, remaining there until 1972 when it was relocated to the Chamber of Commerce Building. The Center is equipped with 34 remote control terminal devices connected to computers at Headquarters, other Intelligence Community Agencies, and commercial time-sharing facilities.

The Center offers ten courses, ranging from the applications-oriented Information Science for Managers to the more theoretical Systems Dynamics, dealing with relatively new methodology and its application to current problems, especially those related to production and management of intelligence. Other courses emphasize the application of quantitative analytic techniques, such as statistical analyses, probability functions, operations research techniques, and simulation. The popularity and renown

*run by DIS or CIA?*

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of these courses and of ISC professionalism are widespread in the Intelligence Community, itself ISC's major reservoir of talent.

As noted earlier, Agency graduates of ISC courses, when questioned for their views on the usefulness of this specialized and sometimes controversial curriculum, were highly positive in their appraisal. A question concerning direct applicability to the jobs held by these former students evoked a less positive response, but future potential was seen as promising. Our interpretation of these results suggests ISC training is especially useful in that it exposes people to the availability and possibilities of automatic data handling. Whether or not components or management can fully appreciate automatic data processing at this time, ADP is now accepted as fundamental to the future of intelligence collection and production. Credit is due to the Chief, ISC for his role as catalyst in the acceptance process. He is an innovative and untiring missionary -- a "true believer" in this important methodology.

Sixty percent of the students attending ISC courses are from non-Agency elements of the Intelligence Community. And pressure continues from community members to expand this important training further into the community although ISC is strained to the limits of prudence. Of the  staffers and

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☐ rotationals who comprise the ISC staff--most of them with community background prior to joining the Agency--we found only one non-Agency rotational provided by the Intelligence Community. We believe this eight percent resource contribution by the community to be inadequate relative to its sixty percent student attendance and additional training support provided by ISC to community elements.

Recommendation 9: That the Director of Training initiate and forward through appropriate channels to Intelligence Community member agencies, a request for rotational positions and qualified candidates to fill such positions in the Information Science Center, with a view toward achieving a more equitable balance between the Agency and other community members in staffing this center.

We found ISC with almost no headroom for its highly specialized technical professionals. Rotation or assignment out of ISC into other OTR elements, or in the reverse direction, is difficult because of this specialization. Furthermore, some of the more recently hired ISC professionals had to be hired at the GS-13 grade level which the Deputy Director for Intelligence

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Training and ISC management, alike, feel is below that commensurate with the qualifications and capabilities of these employees. In addition, we noted in ISC some uneasiness concerning personnel evaluations, counseling, and career development, which may be heightened by perceived separation of ISC from the main body of OTR. This latter problem appears to result in large part from the unique technical specialization of ISC personnel and the Center's orientation towards the Intelligence Community, as its major customer and source of talent, rather than the Agency.

All of these factors reduce to a future potential morale problem for ISC. We suggest that OTR continue actively to seek PMCD upgrading for ISC professional positions.

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We suggest that Chief,  hold similar meetings about twice a year and that he give employees who may be reluctant to speak out an opportunity to submit questions or topics anonymously, in writing.

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The Training Assistance Staff (TAS), provides clerical support and successfully -- indeed, almost miraculously -- handles the immense amounts of written material generated by the training process. Its training assistants provide essential continuity, easing considerably the breaking-in of newly assigned instructors. Each training assistant works under the direct supervision of a specific course coordinator, but fitness reports on all training assistants are prepared by the Chief, TAS, with verbal input from the instructors. We suggest that the Chief, Operations Training Division, assign the course coordinators as fitness report rating officers for training assistants, and ensure that job performance input from the Chief, Training Assistance Staff is included on those aspects of the work of training assistants which are not directly overseen by course coordinators.

Analysis of Operations Training



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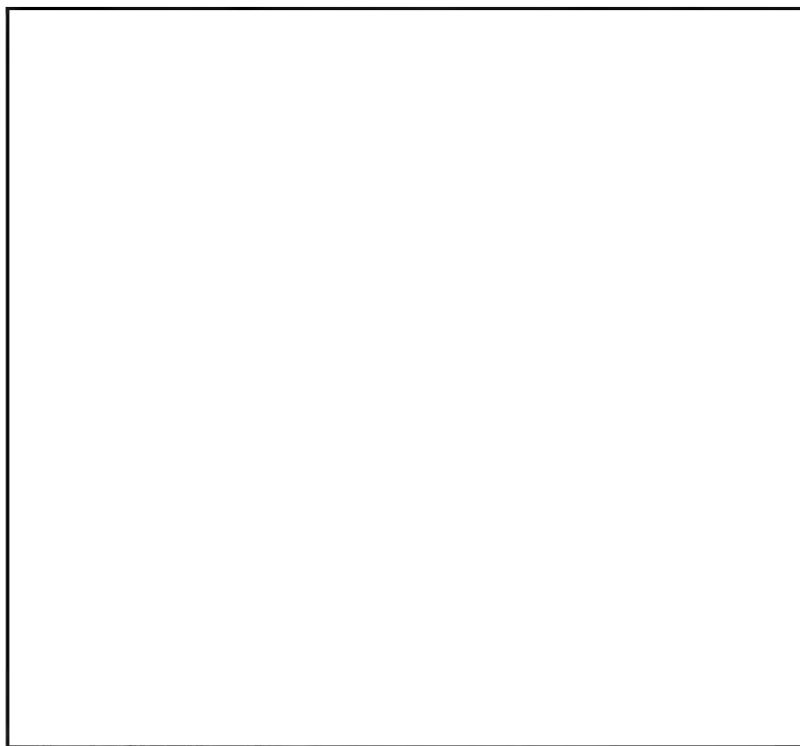
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Instruction in clandestine operations is very good.

Students of the December 1978 OC graduating class cited the experience, dedication, and teaching ability of their instructors. And our inspectors monitored numerous instructional sessions. The instructors convey up-to-date operational techniques as actually employed in DO field installations. The currency of course content is ensured by the presence on the staff of so many instructors fresh from operational tours and determined to "tell it like it is."

Integration of tradecraft instruction with operational and intelligence reports training is first rate.

We were favorably struck by the constant exchange of views and ideas among the instructors, within and between branches,

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thus guaranteeing that all ideas and concepts receive serious and objectively critical examination, leading in some cases to implementation in the courses. The instructors, in most cases armed with lesson plans and having participated in joint planning sessions with their colleagues, were well aware of the basic points to be conveyed to the students. Lesson plans which need updating, as a number do, are compensated for by instructors who are, by experience, in most cases thoroughly up to date.

The informal yet highly effective collegial process operating in the instructor staff was particularly impressive during the course of our inspection as OTD wrestled with its new Operations Management Seminar, a replacement for the defunct Senior Operations Course. This course was constantly being critiqued, revised, and improved on a near-real-time basis during its first running. And, since its student body was largely made up of officers with extensive experience, their views were welcomed, given full consideration, and melded into the revision process.

The Operations Training Division is still plagued with an old problem which arises from the understandable desire of DO components to see their areas of concern featured in the training curriculum. As a result, OTD management constantly must seek to balance the time available for training against

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the desires of DO managers. We find a consensus among the instructors that at least one week should be added to the OC. Lengthening of this course, however, would impact on the scheduling of the Career Trainee Program. Recognizing the need expressed by the instructors for more time, we suggest that the Chief, OTD and the Chief, Career Training Staff consult on the matter to see if, and how, the OC should be lengthened.

We looked carefully into the frequently stated view that OC students are being overworked and did not find this to be the case. But, many of them are often, by choice, working on written assignments [ ] into the early morning hours. And several instructors mentioned that students sometimes fall asleep in 8 a.m. training sessions. Students spend an inordinate amount of time rewriting and polishing contact reports and operational cables. Such intensive redrafting is not in line with field reality.

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Recommendation 11: That the Chief,

Operations Training Division, [ ]

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[ ] revise the Operations

Course schedule to include specific time periods for preparation and completion of contact reports and operational messages.

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Lectures by officers occupying senior positions in the Directorate of Operations form an essential element in operations course instruction. Students avidly look forward to such presentations, which should have both instructional and motivational value. We are concerned that in recent appearances a few of these senior officers have not been adequately prepared. Others are ineffective speakers. This situation leads to lectures which are neither instructional nor motivational. And there is, naturally, reluctance to "bell the cat" -- to inform any senior official that his performance was rated poorly by the students.

Recommendation 12: That the Deputy Director for Operations Training, in cooperation with the Directorate of Operations, ensure that all DO officers who lecture to the Operations Course are aware of the need to be fully prepared, and that following guest lecturer presentations, summaries of student evaluation comments be sent by sealed envelope to DO lecturers, with a view to improving their presentations.

We further suggest that OTR and the DO review whether it is better to put before the OC senior DO officials who may not be

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- Whether enough emphasis is being placed on impersonal communications training (as previously mentioned in this section)
- Relative emphasis on accepting and training students regardless of their operations potential versus tougher assessment during training and weeding out of those who lack such potential (as mentioned under Evaluation of Students).
- Whether it would be more effective to schedule interim desk assignments of DO-bound students after completion of the OC instead of continuing the present practice of inserting such assignments between two phases of operations training. (Some instructors believe the students would learn more in an uninterrupted course.)

We are impressed with efforts of OTR to obtain feedback from graduated students and their supervisors in the field on the adequacy and relevance of operations training. But these efforts are sporadic and informal, and results are often received too late. We suggest that the Deputy Director for Operations Training and the Senior Training Officer of the Operations Directorate work together to develop a more systematic method of documenting any inadequacy or inapplicability of operations training and ensure that information along these lines

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is forwarded promptly to OTD for review by the Academic Council. The instructors in OTD are fully aware of their responsibility to improve training in any way possible.

Our inspectors devoted a great deal of attention to the quality of the officers who teach OTD courses.\* We found overall quality high, and supervisory officers in both OTR and the DO expressed their commitment to continue efforts to improve instructor quality, mindful that future effectiveness of the DO will depend to such a large degree on the quality of training given to the Agency's new operations officers. We note, also, that senior officers in the DO and OTR are aware that minority and female operations officers, with abilities on par with those of the current instructional staff, are needed in OTD. The absence of such instructors has been a subject of continued concern, but little effective action has resulted. Minority and female students look for like persons among the instructors and find none. All students would benefit from interaction with such officers in the training cycle.

It is evident that improved selection procedures are responsible for the acknowledged improvement in the quality of OTD instructors. We find, however, that these instructors are concerned about their evaluation and career progression,

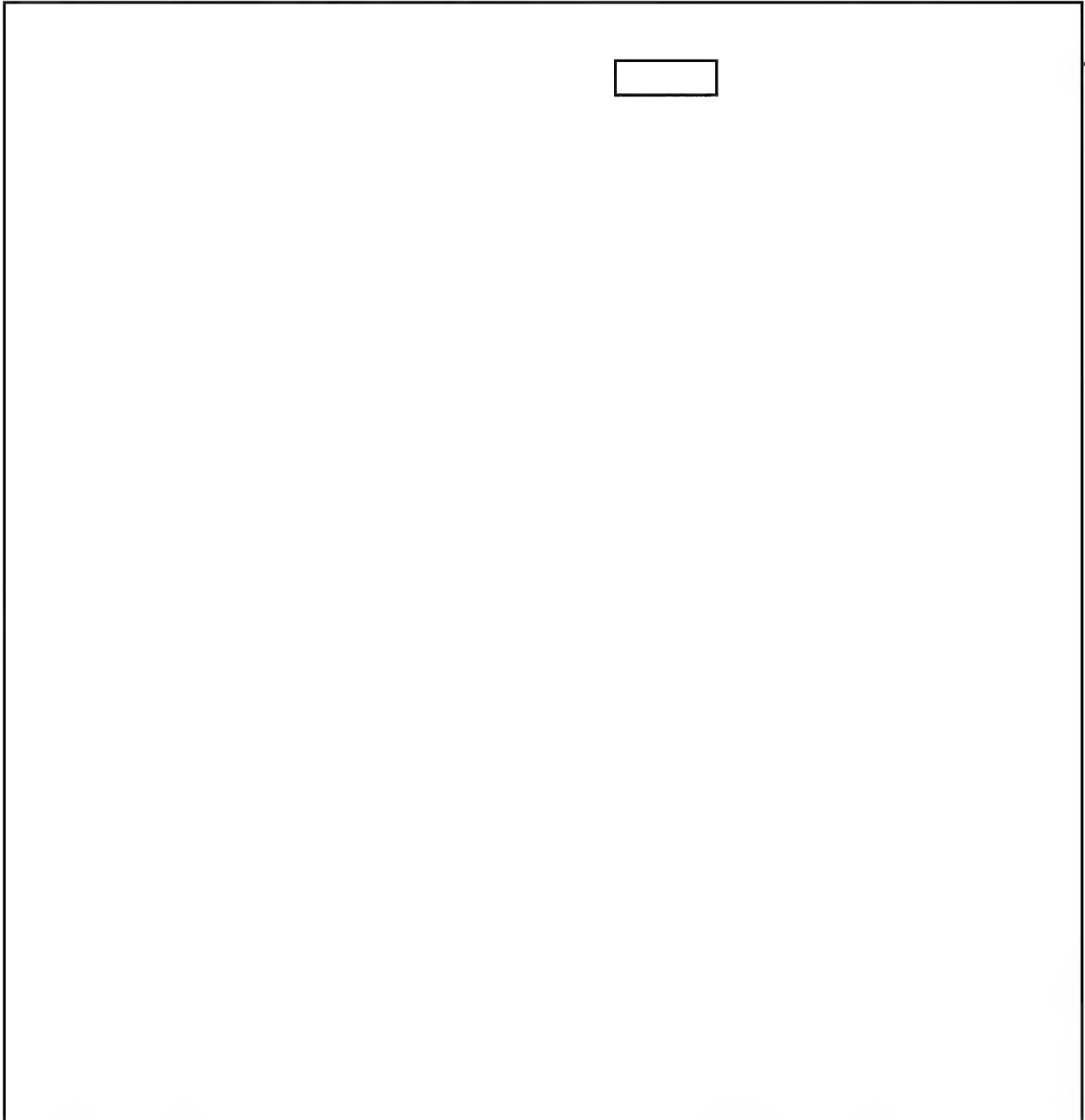
\*The OIG team captain served as an instructor and Tradecraft Branch Chief [ ] in the period 1959-1963.

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issues treated elsewhere under Rotational Tours With the Office of Training.



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\*Not to be equated with the Introduction to Operations Course which is for junior Agency personnel.

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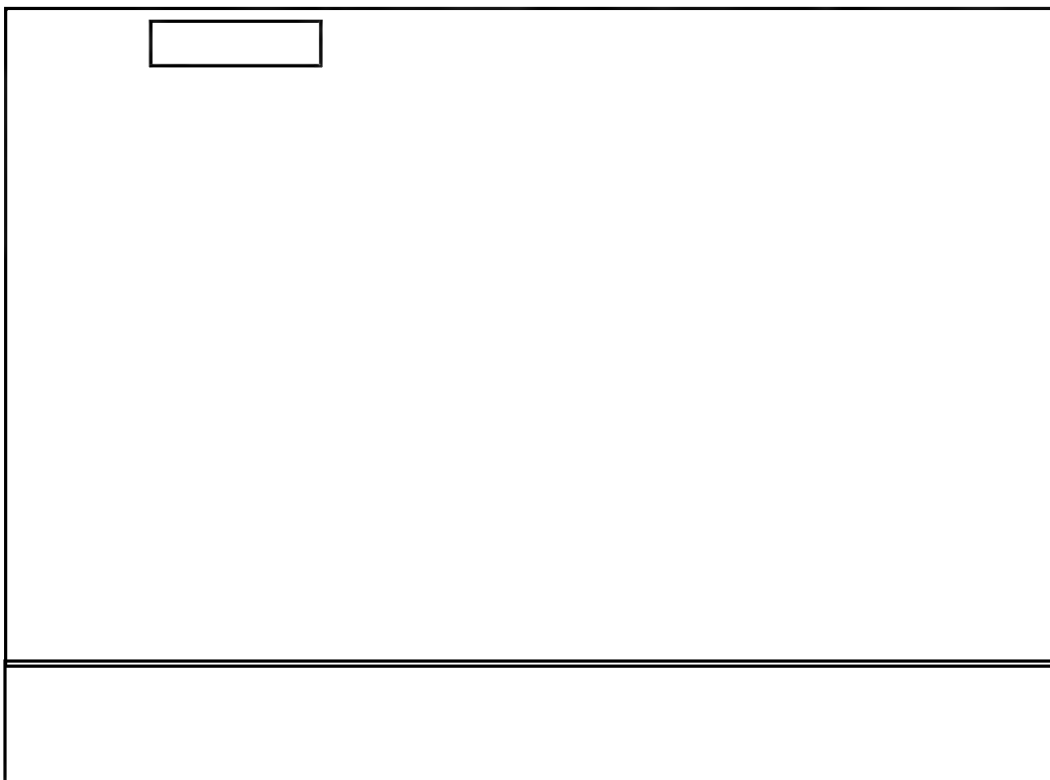
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Despite a standing policy that 10-days lead time should be allowed for art work, the artists who work in the visual aids section, TSB -- a very competent crew whose work is highly appreciated -- receive too many crash requests for instant cartoons, charts, posters, slides, and so forth. We suggest that the Chief, TSB, with the support of Chief, OTD arrange to log in all work requests levied on this shop and, working back from data reflected in the log, i.e., by interviewing the transgressors, seek to cut to an acceptable minimum the volume of hurry-up art work requests. The artists, themselves, lack

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managerial clout, and it would be unfair to expect them to resolve the situation. One solution might be to require all requests for instructor aids to be approved by the OTD Instructional Development officer.

Instructional Development

An Instructional Development Officer, formerly attached to the now-decentralized Instructional Development Branch at OTR Headquarters, is assigned to the OTD front office complex. Describing himself as a quality control officer, this officer sees his job as ensuring that OTD is teaching the right things in the right way. We believe he should concentrate on developing teaching skills of the instructor staff, and on course design and construction, leaving course content to others with more experience in intelligence work. This officer was not well used in his early months  His theoretical approach to instructional technology found little understanding and acceptance. More recently his expertise has been well applied to instructor training and efforts to improve the Introduction to Operations Course and the Operations Management Seminar. He should also be enlisted in the necessary campaign to update and improve lesson plans and other instructional materials. We suggest that OTD instructors and course coordinators be encouraged

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to make maximum use of the talents of the Instructional Development officer.

Updating and Revision of Training Materials

A problem of long standing in operations training, which applies in OTD and the Covert Instruction Division, alike, is the need to keep training materials up to date. Unfortunately, instructors who are actively involved in teaching rarely find enough spare time to update such materials. In OTD an effort has been made to improve lesson plans, with some success. More needs to be done along these lines. When our inspection was underway constant complaints, emanating from instructors and students, were made about the Tradecraft Notebook, or TCNB, which is supposed to set forth the "how to" of the art of clandestine intelligence collection. We were assured that the TCNB, was being revised or about to be revised. We were also told that this revision was long overdue, that the task has been neglected. Our review of the TCNB confirmed that revision is necessary.

We also encountered frequent complaints about out-of-date movies which some instructors are reluctant to show. We suggest that the video capability of the Technical Support Branch, and the OTR's Instructional Technology Division, well

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employed, could produce adequate replacements. In a few cases this has already been accomplished.

Having heard that the OTD library maintains in its vault a classified memory bank of training materials used in earlier courses, we checked on how often this collection was consulted and found that it is rarely used.\* We did not check on other training materials from the past which are archived  Our concern, echoing that of a number of instructors, was that in frequent and necessary changes of training courses some valuable training materials with timeless validity might be lost sight of and, ultimately, forgotten. We believe that along with its quest for new cases and other up-to-date materials, OTD would be well advised to review materials used in past courses.

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We suggest that OTD seek to hold on to two or three veteran instructors, after completion of their training tours, and employ them full time for up to six months to determine training material needs, review materials used in previous courses, and revise and prepare new materials as required. We believe that if ~~OTD~~<sup>T</sup> could resist the temptation to use such veterans in the classroom or in live problems, they could make a major contribution to improving training materials.

\*The library itself, a first-rate facility, is well run and well used.

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**CONFIDENTIAL**Evaluation of Students

OTD has a highly structured and generally effective method of evaluating student performance. Evaluation forms, or "blue sheets" in OTD parlance, are prepared on each student performance by instructors who play the roles of operations officers and agents or agent candidates. At the end of the long courses, OC and MOTC, final evaluation sessions, sometimes lasting a full day, take place. At these sessions -- we sat through those for both courses -- instructors who serve as counselors for individual students read to the assembled instructor staff the final evaluations they have prepared on the basis of the total assessed performance of their student charges. Since all students will have had their performances evaluated at some time by most instructors, a synthesis of the "blue sheets," blended with other information available to the instructor counselor, yields a quite thorough and generally objective final evaluation report. Each report is discussed, revised as required, and consensus is usually reached. In a few cases students of questionable fitness for operational careers have squeaked through despite the objections of some instructors -- Academic Council consider giving more attention to the weeding out process versus the "train what we get" approach. And, as we have also set forth in our suggestions to the Academic

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Council, there is strong opposition (9 to 1 in a poll in the Tradecraft Branch) to assigning a numerical class ranking to students. We believe such ranking is a mistake but that there is merit in identifying those students who clearly fall in the upper and lower sections of each class.\* We also believe that any student shortcomings should be addressed forthrightly in final narrative evaluations.

*what is upper?  
10%  
what is lower?  
5%.*

The evaluation system is quite good as it stands. With a modicum of improvement it could be excellent.

#### Summary

Operations training as conducted [ ] is, in the opinion of our inspectors, top rate -- a jewel in the OTR panoply for which many deserve credit and can justifiably take pride. The quality of leadership in OTD and of the instructors who are charged with training new generations of operations officers is most impressive. We believe that the entire [ ] and OTR generally are largely justified by this program.

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\*The March 1979 National Academy of Public Administration report on the CIA Personnel Management System notes (on page 38): "Many supervisors whose employees are so ranked have indicated that the system is not capable of being that finite, that rankings are not needed for the middle group, and that the anguish involved is not worthwhile for either employees or supervisors."

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CENTER FOR THE STUDY OF INTELLIGENCE

The Center for the Study of Intelligence (CSI), although not a training activity is satellited as a staff element under the Office of Training and occupies comfortable, appropriate quarters on the tenth floor of the Chamber of Commerce Building.

The CSI -- the Agency's "think tank"-- is dedicated to the proposition that intelligence as theory, process, and profession merits vigorous study. Under its present guidelines the Center's mission is defined by the following parameters:

- study and development of long-range issues of professional doctrine and institutional policy
- documentation of institutional memory with systematic rationalization of experience
- constructive use of informed dissent
- professional enrichment of the individual officer through research, reflection, and articulation of ideas

The small permanent staff of the CSI is augmented by DCI Fellows on rotational assignment who produce monographs on intelligence topics in a form suitable for publication. The Center also sponsors seminars and conferences and prepares

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special studies on request for the DCI and DDCI. The quarterly journal Studies in Intelligence has been brought under the CSI wing with its editor now assigned as Deputy Director of the Center. The Editorial Board of this journal serves concurrently as the Board of Advisors to the CSI.

At the time our inspection began the new Director of the Center had been in place only eleven working days and the Center was bereft of DCI Fellows. More recently its marching orders have been sorted out and a new crop of fellows has arrived after half a year of relative inactivity during which only one 12-page paper on the Agency's history program was produced for the new DDA. As of this writing several DCI Fellows are busy at work on research projects in the Center.

While there is some question regarding the wisdom of placing the CSI under OTR, since it is not a training activity, we recognize that a unit of this sort has to be satellited on some component in order to receive administrative support. In view of the excellent office space made available by OTR and the relative isolation afforded by the Chamber of Commerce Building -- conducive to the sort of research activity to which the CSI is dedicated -- we believe the present configuration makes sense. We suggest that the OTR front office take special care to facilitate an unhindered flow of paper to and from the Center.

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**CONFIDENTIAL**THE OTR PERSONNEL SYSTEM

The OTR Personnel system, managed by the Deputy Director of Training at the time of the inspection, is a highly structured, formal system which functions reasonably well in practice but which falls short of enthusiastic endorsement by OTR personnel. The principal complaint about the system voiced to our inspectors was that it was run by a "Personnel Czar." We believe this criticism was overdrawn. We also believe that a change in chairmanship of the Career Board, effective 1 May 1979, will cause such criticism to abate.

X1 Under the system an MT Career Service Board, chaired by the DD/TR, evaluates, ranks, and recommends for promotion OTR professional personnel (except contract language instructors) and technical personnel at grades GS-10 and above. This board also prepares the OTR Personnel Development Plan (PDP). Technical and clerical personnel in grades GS-06 through GS-09 are evaluated by the MT Career Subgroup Panel as are clerical employees in grade GS-05 who have been in the Agency at least three years. Additional panels have been set up for contract language instructors, [REDACTED] 25X1 and DO careerists on rotational assignment to OTR. All personnel are ranked twice yearly and promotion recommendations are made at that time.

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Under the career counseling program, an important part of the system, each employee is counseled at least once a year. Letters of Instruction (LOI) are updated at the time of preparation of annual fitness reports and, at the same time, employees are told where they stand in the rankings and what adjectival "descriptor" has been assigned to them. A memorandum is prepared on each counseling session and copies are supplied to supervisor and employee. Supervisors, as well as designated OTR career counselors, are charged with counseling responsibility. A series of OTR instructions, setting forth the details of the system, has been well circulated.

We found this system working quite well although there is some slippage. A number of employees complained of inadequate counseling, especially following receipt of Fitness Reports indicating need for performance improvement. We suggest that all supervisors in OTR be reminded of their responsibility to counsel employees whose performance needs improvement on a more timely basis -- perhaps quarterly -- in line with OTR Instruction 20-1 of 7 March 1978 which reads, in part:

"counseling by supervisors with respect to performance. . .should not be generally relegated to a single discussion at the time of the annual Fitness Report."

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In a very few instances we detected some tendency to ignore "problem" employees rather than to seek to help them. The system needs some improvement in this area.

Most persons who expressed views on the subject did agree that the present personnel system is much better than what proceeded it -- and they rightly credited the (then) DD/TR as the one person most responsible for the improvements.

#### Filling Vacancies

OTR Instruction 20-4, 14 September 1976, sets forth OTR policy on filling vacancies. The mechanics of this system are well thought out and fair. Yet, there is a widespread perception among OTR personnel that vacancy notices are not to be taken seriously. Indeed, they are all too often dismissed as "a joke." Furthermore, in some OTR components we received complaints that vacancy notices are seldom seen or that they arrive too late to be of any use.

The prevailing "corridor wisdom" is that the vacancy notice system is largely a sham and that, more often than not, before a notice circulates a decision has already been made by OTR higher ups as to who will occupy the available position. This cynical view is unfair; our inspectors met several persons who obtained their present OTR positions by responding to vacancy notices. Yet, there is an element of truth in such

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charges as was brought home graphically when our inspectors were informed, by the chief of a major OTR component, precisely who would be assigned to a vacant position -- and were then told by the same officer that his office would, of course, "go through the motions of advertising the position" by issuing a vacancy notice. Several disgruntled employees subsequently charged, after issuance of the vacancy notice, that it had been "tailored" to favor one person -- the same one the component chief had told us would be given the job.

Cynicism about vacancy notices is not just an OTR problem; indeed, we have seen it worse elsewhere. And we can formulate no specific recommendation that will solve this problem.

#### Frequent Turnover of Managerial Personnel

When a component of the proportions of OTR is subjected to a major reorganization, a number of people are inevitably moved to different positions. The domino effect of such movements is recognized and accepted. Nevertheless, we encountered throughout OTR strong criticism of the extent and rapidity of managerial turnover. Repeatedly employees and managers alike pleaded for more continuity in managerial assignments. Such expressions were particularly pronounced in Functional Training. While sympathetic with top OTR management's desire to put the best available people in key positions, we suggest that further

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shuffling of component chiefs be held to a minimum. Having taken the necessary time to learn their units and identify problems to be solved, managers in OTR need time to run their components and address the problems. Employees, too, need the security of some continuity in their front offices.

Rapid and Unannounced Changes in Personnel Assignments

Another problem with the OTR Personnel System relates to the rapidity of personnel changes and the fact that they have been decided upon without the knowledge of the personnel involved. We heard many complaints, particularly in the OTR Headquarters complex at the Chamber of Commerce Building, that people are often assigned to different positions without prior warning of those concerned, including their supervisors. In several cases we were assured that it is not uncommon for someone to be informed on Friday that he or she is to report to another office on the following Monday. The reported incidence of such cases is probably exaggerated, but the prevalence of corridor wisdom about such transfers is proof that OTR employees believe it is common practice. We suggest that the planning which must go on before transfers are effected should include notification of the employees concerned as well as their present and contemplated supervisors, and, insofar as is consistent with the needs of the organization, that employee transfers be made with the approval or acquiescence of those concerned.

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Minority and Female Employment

OTR management is conscientiously trying to improve its affirmative action performance. The moderately high levels of minority and female employment are in part serendipitous -- owing to the high percentages of women, orientals, and hispanics in the Language School [REDACTED]

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OTR has sought to elevate the levels of responsibility of female and minority employees but recognizes it can do better. To its credit, OTR has brought ten of its fifty black employees onto its rolls in the last two calendar years.

We found no evidence of discrimination but did note that the working relationship of blacks and whites [REDACTED]

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[REDACTED] Most

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minority employees are reasonably pleased with the affirmative action program expressing their belief that OTR management is trying to improve opportunities for advancement.

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ROTATIONAL TOURS IN THE OFFICE OF TRAINING

A problem of long standing derives from the strong perception, in many cases firm conviction, that a rotational tour in the Office of Training is not career enhancing; indeed, that it is positively career damaging. Such feelings are especially pronounced among D0 officers, although our inspectors found similar views echoed in interviews of employees from other directorates serving rotational tours with OTR. The most common, simplistic expression of the problem was, "Out of sight, out of mind." And the perceived result was lack of promotion.

Despite these feelings, we found most employees on rotational tours happy to be with OTR, sharing with the majority of OTR careerists the sense of doing something very worthwhile and doing it well. The typical D0 officer in operations training finds his work satisfying and assignment as an instructor its own reward. We believe, however, that many D0 officers who have much to offer, avoid assignment to OTR, and thus lose out on this exhilarating experience, owing to the prevailing wisdom that their careers will suffer.

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Recent promotions of a high percentage of eligible D0 officers [ ] are bound to help, given the effectiveness of the D0 grapevine. And we strongly endorse the policy of the present DDO/ADDO team to carefully screen all candidates for instructor assignment and send "eminently promotable" officers to OTR. The crop of new instructors in the Operations Training Division appears to meet this description. We believe that officers of similar qualifications should be steered into the Covert Instruction Division which seems to be even more "out of sight."

Many measures to deal with real and imagined drawbacks of rotational assignment with OTR have been considered through the years, and in setting forth the following we are aware that our ideas are not necessarily original. We suggest, however, that OTR and the D0 (and other directorates as applicable) apply the following measures:

- Formalize as an optional consideration for promotion, completion of a rotational tour with the Office of Training. (An idea proposed as far back as 1973 by the then Chief, WH Division, D0)
- Assign qualified officers to OTR tours as soon as possible following promotion

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- (to lessen concern about marking  
time away from the parent directorate)
- Limit rotational tours to no more than  
3 years, preferably to 2 years to keep  
instructors from going stale and from  
incurring a competitive disadvantage
  - Assign officers who have completed  
rotational tours to good field or Head-  
quarters positions, which represent a  
step up.
  - Place in the official personnel file  
of each officer who has successfully  
completed a tour in OTR a written testi-  
mony of achievement and appreciation  
signed by the Director of Training and  
the appropriate Deputy Director.

Some instructors suggest a promotion quota be established  
for DO officers on rotational training assignments. We do not  
believe this would be wise. We do believe, however, that  
the DDO and ADDO should continue to ensure that their personnel  
evaluation panels are imbued with the view that training  
future generations of DO officers is as important as any other

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assignment a DO officer can hold. When possible, representatives from the current ☐ instructor staff, or officers who have served there in the past, should be named to the panels.

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Finally, we believe it would be wise to select more lower ranking officers, say at the GS-12 and GS-13 level, for assignment ☐ Such officers would be closer in age to their students, perhaps better equipped to "relate" to them, a matter of special concern to today's young. Furthermore, officers of this grade level would have less serious impact on OTR's personnel headroom problem than those at the GS-14 and GS-15 level. They would, accordingly, be more welcome.

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THE LANGUAGE SCHOOL

Established in 1951 and now one of three components reporting to the Deputy Director for Functional Training, the Language School is made up of  employees including part-time and intermittent personnel. It exists primarily to teach Agency employees to speak, read, write, and/or understand a variety of foreign languages. A secondary mission is to test the language proficiency of Agency employees. In addition to the Office of the Chief, with some nine employees, there are three Language Departments -- Romance, Slavic and Germanic, and Near East and Asian. Each has its own Chief, Deputy, and Training Assistant.

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We encountered some opinion that the school does not belong or fit in Functional Training or, for some, even in OTR. In part, such views result from a sense of alienation rather than from any organizational shortcoming.

The Language School is the most troubled component in OTR. When it became clear early in the inspection process that something was amiss in this school, we decided to station an inspector there full-time to interview at least 50 percent of the employees, and be available and attentive to volunteers -- persons not chosen at random for interviews. In this endeavor

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we had the full cooperation of the Chief, Language School, who brought the inspector into the family, arranging for attendance at staff meetings, "all-hands" meetings, and other activities. Once the word spread through the employee grapevine that the inspector -- initially thought by some to be a Position Management and Compensation Division officer -- was a person who could be trusted, we had a steady stream of persons wishing to be interviewed. Many, apparently impressed with the attention paid to their concerns, came back repeatedly for follow-up interviews. These people had a lot to say; they unburdened themselves. In the pages that follow we set forth many employee perceptions -- for that is clearly what they are -- because of their prevalence and the extent of employee conviction that they are accurate, and because we believe management awareness of such views is essential to addressing problems in this School.

#### Some Language Training Statistics

A major problem is the shortage of full-time students. According to the annual report of the Language Development Committee, from which we borrow heavily in these paragraphs, in FY 1978 the number of students enrolled on a full-time basis decreased 21.6 per cent from FY 1977 -- to 171, the lowest level in the last five years. This decline was particularly

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evident in Chinese, Greek, Italian, Russian, Spanish, Thai, and Turkish. There was an increase in German and Portuguese. Enrollments in part-time language training, conducted at Headquarters, increased 3.6 per cent over FY 1977 levels.

A trend toward shorter periods of training for beginning full-time language students continued. Many components enroll students for periods less than the course length advertised in the OTR catalog of courses. Of the 101 full-time beginning level students who "completed" training, only one quarter remained for at least 85 per cent of the advertised course length, compared with more than one third in each of the previous two years. Completion of part-time training is also a problem. Only 58 per cent of those enrolled in the Headquarters Language Program remained in training long enough to receive training reports which are given after 10 or more hours of instruction.

In the Language School today the average full-time student load is fewer than two per instructor. Some instructors have no students. In many cases we found a one-to-one instructor-student ratio. And we found some employee resistance to language training. Some DO employees are convinced that to go into long-term language training is to miss out on promotion.\*

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\*The Office of the Inspector General is looking into this subject separately.

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Others consider that knowledge of foreign languages is a low-priority career concern, unnecessary for successful performance of most jobs in the Agency. The DO, which accounts for 70 per cent of the language training load, is well aware of these problems. A June 1978 memorandum for the DDO, entitled Foreign Language Skills Requirements of the Operations Directorate, states, in part, that "the reduced ceilings of the operating components and continuing intensive requirements for production and performance raise questions about the components' ability to free their people for language (and other) training." Suffice it to note that the lack of students in language training courses is, for OTR, essentially an externally generated problem.

#### Confusion About the School's Mission

The mission of the Language School is to teach and test, with emphasis on the former. Yet we found a number of instructors who feel that the primary mission -- teaching -- has become less important over the past few years. Several language instructors said that they had been advised that teaching accounted for only 35 per cent of the work on which their performance was judged in fitness reports. After checking this out with Language School management, which explained that the correct figure was 50 per cent, we suggested that all

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instructors be informed specifically of the importance teaching ability is given in panel deliberations and fitness reports.

Instructor Views of the Front Office

We found instructors generally positive in their feelings toward the Chief, Language School, a newly-promoted GS-16 officer who took over the position in September 1978. Among his assets are openness, availability, and a puckish sense of humor. He is a comfortable person to talk with, unassuming, obviously interested in his people. We suggest that the chief would be well advised to circulate a bit more in his school and to arrange private interviews with all of his employees in the next few months.

The Deputy Chief of the Language School, a GS-13 former instructor of Spanish at the Foreign Service Institute who has been at the school since 1970, also receives kudos from the instructor staff. The fact that he has advanced through the ranks is seen as a definite plus by instructors who see some vindication of their importance in such a move.

As beneficiaries of so much employee goodwill, the team now running the language school is in an especially favorable position to "bring the troops along" as it addresses problems besetting the school. As of this writing we believe they are doing well in this respect.

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Problems in the Departments

With one exception, the department chiefs and their deputies, are relatively young people, quite new to the Agency. All have impressive academic credentials. Although most of the chiefs and deputies were new on the job at the time of the inspection, strong negative opinions had been formed about them. Their ideas regarding teaching methods and testing, their youth, their alleged flaunting of academic degrees, their unfamiliarity with Agency procedures, and their perceived tendency to equate Agency students with college students -- all have contributed to difficulties in the school. By and large, when we interviewed them, the instructors held the managerial capabilities of their department chiefs and deputies in low esteem.

Department chiefs and their deputies, on the other hand, expressed respect for the professional competence of those who teach at the school. The chiefs, aware of factors that might be offensive to some of the instructors, found themselves in the awkward position of trying to supervise primarily foreign-born people, products of various alien cultures, many of whom are considerably older and have far more experience in teaching. They recognized that their new approaches to teaching and testing were bound to be threatening in the views of some

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instructors, particularly the older ones with long experience at the school. We do not believe, however, that the chiefs or deputies were aware, prior to this inspection, of the extent of the instructors' resentment.

We heard a great deal about lack of leadership in the departments. Some instructors were frank to admit that, in the absence of leadership and in view of the willingness of department chiefs to let themselves be manipulated, the tougher, more determined instructors frequently win out in the "power game" in the Language School. Several instructors, who said they could manipulate their department chiefs, admitted that they were not happy with this state of affairs.

Charges that no one was in control in the departments led to statements that instructors could "do their own thing." "Doing your own thing" seemed to range from being able to choose any textbook or course materials, to being able to select or reject the students one wanted or did not want, refusing to teach more than a certain number of students in a particular class, being unwilling to teach at Headquarters, or being able to choose any non-teaching project one wished to undertake.

A perception held by enough instructors to compel its inclusion here, is that over the years department chiefs have

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exploited the instructors -- appropriated ideas from them, promoted and benefitted from these ideas, and then moved on to better jobs. Repeatedly we heard that the chiefs used the school as a jumping off place, the inference being that they were unconcerned about the instructors or students. This allegation was expressed most often by persons connected with the Language School for a number of years. We did not find any evidence to support it.

The department chiefs and their deputies were generally considered by the instructors as ineffective in dealing with problems of the instructors and students. Some were allegedly too weak or too eager to please. Others were seen as aloof, diffident, unable or unwilling to communicate with instructors or students. Several instances of department chief ineffectiveness in dealing with problems in their bailiwicks surfaced in the inspection but are not set forth here.

We encountered complaints regarding favoritism, especially in connection with external training for instructors. Questions such as who gets to take classes, which classes, where, what gets paid for by the Agency, and who gets paid a salary while taking training abroad were brought up and discussed. We did not explore these charges but did bring them to the attention of management. We suggest that the Chief, Language School

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insure that clear guidelines are issued regarding external training for language instructors and that they be applied consistently.

Another instructor complaint was that none of the chiefs or deputies had taught at the Language School before assuming their present positions. This situation was seen as leading to treatment of instructors and students as though they were in college, and chiefs and deputies were seen as incapable of identifying with the faculty.

We suggest that the department chiefs and deputies use every method at their disposal to get to know the instructors, to immerse themselves in the instructors' problems, and to keep abreast of what goes on in the classrooms. It would appear that only through getting to know each other better will the tension between the two groups lessen.

#### Management Turnover

A frequently voiced complaint among instructors and staff personnel was that leadership of the Language School had been changed so often that essential consistency and stability at the top was impossible. Most who remarked on this churning of management felt that the degree of personnel turbulence in the school requires leadership continuity if it is to be reckoned with. The so-called "game of musical chairs" is interpreted by

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some instructors as confirmation that they do not count for much in the overall OTR scheme -- that they really are second-class citizens. Frequent changes in management have also been upsetting to the managers themselves; and the effect of turnover has been to leave continuity with the instructors. Constantly having to adjust to new supervisors was specifically pointed out by school personnel as a major factor in what they, themselves, perceived as low morale in their school.

#### Instructor Workshops and Projects

Workshops have been instituted by the linguists who serve as department chiefs and by the Chief, Testing. Among those constituting a core course for instructors are four on testing, basic and advanced instructor workshops, and one designed to bridge the gap from classroom drill to effective communication. Other workshops are contemplated, including one in effective written English. Attendance is voluntary; however, some instructors said they feared that if they did not attend they would receive lower fitness report ratings. Some said they preferred to spend their time preparing for classes but that peer pressure compelled them to attend the workshops.

The newer instructors tend to view the workshops favorably. Veteran instructors are generally negative, terming the sessions variously as ridiculous, child's play, a waste of time, insulting to their intelligence, or of very limited usefulness.

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We suggest that in the future instructors be given a chance to evaluate or critique, anonymously, workshops they attend. We also suggest that the Chief or Deputy Chief of the Language School attend the pilot runnings of future workshops to check on the value of such sessions.

At the time of the inspection, activities of a wide variety, labeled as projects, were under way in the school. These included preparation or revision of textbooks and glossaries, updating of tests, and preparation of visual aids. In most cases there appeared to be no clear focal point for determining which projects should be undertaken, nor did there seem to be an effective system for checking on progress. Some projects seem to be forgotten and quietly die. Others are completed but have no impact. There is little sharing of project results -- and scant knowledge of what is being done -- among the three language departments.

We suggest that a better system of initiating, publicizing, scheduling, monitoring, and sharing of project results be set up by the Chief, Language School, and that definite time frames be instituted for completion of projects. We also suggest that the Language School publish an account of projects completed or in process and encourage instructors to make use of this work.

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The Senior Instructor Concept

Initially implemented in the Romance Languages Department, the senior instructor concept -- long in existence in the Foreign Service Institute -- whereby one instructor in certain languages is made pre-eminent, was recently applied throughout the school. We found considerable concern and confusion about this innovation, especially since the departments appeared to differ somewhat in their views of the purposes and proper uses of senior instructors. In one department, senior instructors were initially responsible for (1) reviewing requests for training and assigning students to classes, (2) training and coordinating the training of new instructors, and (3) communicating with appropriate Headquarters offices to bring about an increase in the number of students. Instructors were told that the establishment of such positions would enable them to participate (1) in the defense of the existing pay grade structure, and (2) in the process of making the school more cost effective, especially through recruitment of language students at Headquarters.

Some instructors were worried that the senior instructor system would represent a layering of "bosses" between them and their department chiefs -- and that these new additions to the hierarchy might be involved in preparation of fitness reports.

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Others saw the senior instructors as mere messengers for the department chiefs and a means of pushing work down to the faculty. And some senior instructors, themselves, felt awkward in the role -- did not like being put above their colleagues.

We suggest that the Language School better define the need for and the role of the senior instructors and try to communicate this to the teaching staff and directorate training officers. We also suggest that the concept be applied on a trial basis and that its advantages and drawbacks be examined carefully after a one year test.

#### The Instructors and Their Career Considerations

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The  language instructors are mostly foreign-born. Women outnumber men in a seven to one ratio. Many cling to their native cultures and traditions and work in an "alien" environment; others have made efforts to become assimilated into the American scene. The majority of the instructors have spent all or most of their working years in language instruction.

All of the instructors are contract employees, acutely aware of termination clauses in their contracts. They feel insecure. Some are afraid of speaking out for fear of being fired. Many find it difficult to communicate with their department chiefs who are often seen as incapable of understanding the problems that trouble instructors. And management

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moves to grant the instructors more initiative are in some cases seen as threatening.

Career prospects for the instructors are limited. Few have moved out of language teaching into other Agency positions and a realistic appraisal of the qualifications of most of the instructors leads us to conclude that they will be best employed if they continue in their present line of work. The Language Instructor Panel ranks instructors competitively twice a year. During 1978 only two instructors were promoted; to date in 1979, only one. The bleak promotion outlook has been amply reviewed for the instructors by management; indeed, some resent being told again and again that they have scant chance for advancement.

Despite the prevailing gloom in this respect, Agency instructors are better off than others doing similar work. The average U.S. government grade for language instructors is GS-07/5; in the Agency it is GS-10/3.

Many instructors have fond memories of a personnel officer, since retired, who was located in the Language School area and served their career counseling needs. Since the retirement of that employee, no personnel officer has been assigned directly to the school, and we found many instructors unaware of the existence or identity of the personnel officer on the tenth

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floor who is charged with personnel matters for the school. We introduced this officer to several instructors and have since learned that word has spread about his interest in helping on personnel matters. Additionally, the Deputy Chief of the Language School does personnel counseling, but some instructors are reluctant to seek help or advice from anyone inside the school.

#### Creditable Service Toward Retirement

In early years of Language School operation instructors were not covered under any retirement plan. According to several instructors, the aforementioned personnel officer attempted to remedy this situation before retiring. Forms setting forth the details of individual cases were forwarded to the Contract Personnel Division and, according to the Office of Personnel, were turned over to the Office of General Counsel for a determination of what service could be credited for retirement. We talked with a personnel officer familiar with the problem, who said he telephones OGC from time to time to ascertain the status of the request for an OGC ruling. We suggest that the Chief, Language School follow up on this matter and keep the instructors informed of developments.

#### The Yellow Badge Problem

About 1969 certain instructors who were needed to teach language classes at Headquarters were issued Staff-type clearances.

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The practice has continued with the result that some instructors have internal or "I" clearances and blue badges, like most Agency personnel; the rest hold external or "E" clearances and yellow badges. Herein lies a major morale problem in the Language School. Yellow-badged personnel feel treated as second-class citizens, a term we heard so often as to expect it to come up in any instructor interview. They are confined to the Chamber of Commerce Building, unless escorted, where they may go only to the second, third, and fourth floors, the seventh floor snack bar, or to the Personnel and Security Offices on the 10th floor. In order to go to other Agency facilities they must be accompanied by someone with a blue badge.

At the time of inspection 18 instructors had yellow badges. Their service with the Agency ranged from 2 to 14 years. One was naturalized 18 years ago. Another was married to a member of the Career Trainee program. With but one exception, the yellow-badged instructors interviewed said they resented not being allowed to have blue badges. One, ashamed of his yellow badge, routinely puts it into his pocket when he passes the guards in the morning and leaves it there all day. Others said they "feel funny" on the elevators and uncomfortable upstairs, one reporting that she could hardly wait to get back

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down to the lower floors, knowing that she does not "belong" upstairs. Blue badges have prestige. Yellow badges are seen as confirmation that the Agency trusts the bearers less. We heard some grumbling about the "unconstitutionality" of discriminating between American citizens.

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Whenever possible the Language School requests "I" clearance for instructors because such clearance is more convenient for all concerned. And we note that at the most recent OTR Conference  yellow badged employees were invited to attend for the first time, a welcome sign to them that they were moving closer to being full-fledged members of the OTR family.

We recognize the security problems inherent in hiring foreign-born language instructors who have relatives in such countries as the Soviet Union. But those with yellow badges have many unanswered questions which should be addressed. Some want to know if they can request upgrading to "I" clearance status without jeopardizing their employment. Others say they have asked for an explanation of why they were denied staff-type clearances but have received unsatisfactory replies. Some "think" (but do not know) that full clearance was denied because of relatives in Eastern Europe, the Near East and the Far East. We suggest that the Chief, Language School, working

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with Office of Security representatives, seek to respond to such concerns.

#### Language Training

Most foreign language teaching is done at the Chamber of Commerce Building in Arlington where good classroom facilities are available. Full-time and part-time classes are held from Monday morning through Friday noon. As a recent innovation, Friday afternoons are kept free for students to return to Headquarters to attend to office business and for instructors to attend meetings and workshops.

The Language School has the capability to teach 26 foreign languages. Class size varies from one to seven students.

#### Job-Related Language Training

The school is working to make its instruction more job-related. Tradecraft terminology has been introduced in total immersion courses, and some instructors are now teaching agent meeting, debriefing, walk-in, and diplomatic scenarios. Other instructors are developing intelligence glossaries to bring their teaching more in line with operational reality. Within the bounds of security, students are encouraged to indicate special interests, such as economic intelligence, so that more useful vocabularies can be taught. A mini-operations course for instructors, to familiarize them with the needs of the DO,

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is scheduled to be held in the summer of 1979. We commend this joint OTR/DO effort.

Headquarters Language Training

Five languages are taught by seven instructors to part-time students in the Headquarters building: Chinese, French, Spanish, Russian, and German. Headquarters instructors are busy and report that their students work harder, are more disciplined, more serious, and have fewer absences than students at the Chamber of Commerce Building. (We noted that these instructors tended to ignore the high drop-out rate indicated in statistics set forth earlier). One instructor ascribed the better motivation of these part-time students to the fact that they are mostly volunteers.

Better morale is apparent among the instructors at Headquarters who have plenty of students and are busy teaching.

Total Immersion Training

25X1 The Language School has conducted total immersion programs  during the past six years. Only one such course, a four-week program in French, was held in FY 1978. These programs usually run from three to four weeks and have as their main objective improving conversational skills. Other objectives are to give the students confidence, broaden their vocabulary, and give them an opportunity to apply the

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language in operations-related exercises and activities. Ninety-nine students have taken total immersion training; of 69 who started at the S-2 level, 35 (51 per cent) have reached S-3.\* Some instructors consider this program ineffective and not worth the cost and effort. Students, on the other hand, tend to rate the program highly, pointing out how useful it is to be brought up to speed in such a short period, especially just prior to transfer abroad. We think the program is very valuable and necessary.

#### The Language Laboratory

The Language Laboratory, open 24 hours a day, provides a soundproof, comfortable atmosphere where students can listen to tapes or make and play back recordings for instructional purposes. The laboratory is well used in conjunction with formal classroom training. Students are assigned specific time periods when they are expected to use these facilities. The laboratory has reel-to-reel tape duplicators, a cassette duplicator, and some 200 cassette recorders for use by students in home-study programs.

The laboratory is headed by a training aids specialist who supervises three other employees, acts as support officer

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 and orders materials as

\*Students are graded on a standard government scale running from 1, elementary, to 5, native or bilingual.

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required. The supervisor also serves as control officer for films belonging to the Office of Central Reference and is responsible for equipment and tapes in the Self-Study Center at Headquarters. He is chafing under the GS-09 position ceiling.

During FY 1979 the Language School plans a major switch from reel tapes to cassettes, a modernization move which will require about \$27,000 in new laboratory equipment.

#### Training Materials

The school is using inadequate, in many cases outdated, training materials to support some courses. Repeated pleas by instructors for up-to-date video tapes and motion pictures have largely gone unanswered. Visits by Language School personnel seeking video tapes from the FSI have not been fruitful. Now plans are afoot to secure audio tapes from the Army Language School. Television programs, which would seem to be easy to record in foreign cities, have reportedly been promised but not delivered. We have learned, however, that the school has recently received some tapes from overseas posts.

Action is indicated in this matter. We suggest that someone in authority be specifically charged with procuring current training materials.

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~~CONFIDENTIAL~~Problems of Planning and Course Discipline

The Language School has always had difficulty planning, especially in anticipating DO requirements. We heard many comments regarding the "impossibility" of planning in an atmosphere of last-minute requests, cancellations, or mid-course withdrawals of students. Contributing to the problem is the school's reputation of being willing to do almost anything at any time for anybody -- a good reputation to have, in our view.

Lamenting the high drop-out rate, particularly of students from the DO, people at the school look enviously at the course discipline enforced in the Defense Language Institute and the Foreign Service Institute where most students start and finish in accordance with catalog schedules. We suggest that other Directorates be encouraged to adopt the recent DO procedure of requiring joint OTR/Directorate permission for any student to withdraw from any full-time language training. And we endorse that portion of the June 1978 DO memorandum on Foreign Language Skills Requirements of the Operations Directorate which mentions that "OTR should bring to the attention of the sponsoring component significant problems encountered with a student... The necessity for discipline in language training should be stressed on components as well as students."

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**CONFIDENTIAL**The Language Proficiency Cash Award Program

Since 1971 the Agency has made cash awards to encourage the study of languages. In FY 1978 some 84 awards were granted for a total of \$61,450. We encountered strong criticism of this program in the Language School, centering on charges that pressure on students to gain a certain proficiency level to qualify for a cash award -- and on instructors to certify that proficiency -- interferes with the teaching/learning process. In some cases the program is seen as unnecessarily rewarding students for acquiring a tool they would have to acquire in any event to be successful in their assignments. OTR is attempting to revamp the Language Proficiency Cash Award Program.

Language Testing

Two kinds of tests are given at the school--proficiency tests and achievement tests. Proficiency tests evaluate competence in a given language regardless of where it was gained, measuring oral and reading comprehension and speaking. In cases where the school lacks testing capability, Agency employees can usually be tested at the Foreign Service Institute (FSI). Achievement tests are given to students upon completion of a certain number of lessons or textbook chapters.

In FY 1978 over 40 language instructors participated in internal training courses, or workshops, on test development,

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proficiency testing, and testing techniques. Testing is one of the most controversial issues in the school; we heard many complaints of "empire building" in relation to testing. Staff and instructors disagree on numerous aspects of testing including whether tests should be given at all, what kinds, how, by whom, to whom, how they should be graded, and how many persons should be assigned to work on testing.

All instructors at the school do testing. Some do it well; others do it poorly. Some instructors allegedly find it difficult to give other instructors' students good grades. Some of those who are perceived as unfair testers have not been called to account by their department chiefs, in some cases, we were told, because the young chiefs lack courage to confront older teachers who might become highly emotional if their abilities are questioned. Many instructors complained that testing had become more important than teaching, that it interferes with teaching, and that there are too many people telling the instructors how to test. One frazzled instructor assured our inspector that fifteen different persons had tried to instruct her how to test.

At the time of the inspection there was a full-time Chief, Testing with part-time training assistant help. Until recently the chief had at his disposal approximately half the time of a

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linguist who has since been appointed a deputy department chief. Another linguist, whose doctoral thesis concerned oral proficiency testing, is available for testing assistance as required. Despite claims that the school could use five people to do necessary testing work, the testing establishment has dwindled. The position of Chief, Testing has been abolished but testing will, of course, continue. Avoiding the building of a testing "empire" in the Agency Language School seems to us a sensible move.

#### Proficiency Tests

Two kinds of proficiency tests are given. Oral interviews, given by two instructors -- or three where there is disagreement about grading -- normally take from 10 to 30 minutes. Reading proficiency tests last up to three hours. Test scores are made a part of the permanent records of employees tested. The school also has a capability for field testing through tape recordings. Except for testing of students at the end of language courses, proficiency testing is done only at component request. Some 1200 employees are tested each year. In 1978 tests were administered in 31 languages with 70 per cent of the effort concentrated in four languages: French, Spanish, German, and Russian.

At this time oral testing is receiving special emphasis, and "grammar grids," especially useful in non-Western languages,

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are under development. Oral interviews are tape recorded. Despite allegations to the contrary, none of these interviews is videotaped except in connection with teaching of testing techniques--and then only with permission of all persons involved. We also heard that two-way mirrors are used to observe interviews, another false rumor. We suggest that management reassure instructors and persons being tested that no such activity is indulged in.

Scoring of oral interviews is highly controversial. The controversy stems mostly from perceived lack of objectivity or favoritism on the part of the testers and a tendency of those being tested to overestimate their abilities. We also heard charges, which we were unable to substantiate, that some oral proficiency test results are skewed in favor of higher ranking officers such as those scheduled to go abroad as Chiefs of Station.

#### Written Reading Proficiency Tests

At the time of inspection some 32 written reading proficiency tests were available at the school, some over 20 years old. Some have not been updated because the instructors lack time or the school lacks instructors with requisite language skills. Some of the tests contain outdated information; some include old-fashioned language forms. Consideration has

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been given to borrowing tests from the Defense Language Institute or contracting out for development of new tests.

A number of achievement tests are also outdated but progress is being made on revision. An achievement test construction workshop was run for the first time in September 1978.

#### Improvements in Testing

In FY 1978 new reading comprehension tests were under development in German, Italian, and Spanish, and a French test was being readied for field testing. In cooperation with NSA others have been developed for use by Office of Personnel field recruiters. A prototype oral test for use overseas was developed and scheduled for field testing in two African Stations.

We do not set forth here much of the additional information on testing, largely controversial, we obtained during interviews in the Language School. It appears that too much emphasis may be placed on being able to speak, read, and write languages flawlessly rather than to communicate effectively. In this connection we note that while some of the Agency instructors cannot speak English well, and a number do not handle the languages they teach at the native fluency level, they do a good job of teaching and are able to communicate effectively in English.

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Customer Evaluation of Language School Effectiveness

Component training officers whom we consulted regarding the effectiveness of Agency language training were complimentary about the Language School. In addition to their satisfaction with language training they lauded the school's cooperation and willingness to accommodate directorate needs. Mention was made also of improved performance evaluation and better communication, especially with the department chiefs. We found the training officers fully sympathetic with planning, drop-out, and student shortage problems vexing the school, and anxious to help alleviate these problems. Several of these officers criticized the Agency system for identifying language needs and assessing language capability -- the Unit Language Requirements (ULR) system -- but did not blame the school for alleged drawbacks of that system.

The Future of the Language School

We believe that the best course for OTR to take in seeking solutions to problems in the Language School is a carefully tailored approach, specifically identifying objectives, assigning responsibilities, and setting forth accomplishment goals and a timetable for their completion. And we are hopeful that this chapter will be useful as a point of departure.

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Those who lead the school and OTR face a challenge which if not addressed promptly, could result in serious deterioration of employee morale and effectiveness. Such existing formal entities as the Inter-Agency Language Round Table, the Linguistics Committee, the Language Development Committee, and the Language School Faculty Advisory Committee should all be utilized as appropriate in addressing the school's problems.

Increased utilization would, alone, probably cause many of the magnified problems besetting the Language School to recede into relative unimportance.

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